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New York Starts Central Financing

JAMES G. BLAINE

As Told to Ruth Lerrigo

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So They Say

• Averages easily cover up spots of poverty and instability.—PRESIDENT ROOSEVELT.

• There has never been a man great enough to be a dictator and there is not one today.—PEARL BUCK *in Survey Graphic.*

• A wise statesmanship will not presume too much upon stability of ideals over an empty stomach.—ALVIN JOHNSON, *director, New School for Social Research.*

• Men will probably always want more than their share, but it may be that it will not always be of the same things.—PROFESSOR RALPH GERARD, *University of Chicago.*

• It is the hungry child, not the one who is nourished, who is most apt to grow up to bite the hand that didn't feed it.—RAYMOND CLAPPER, *Washington news commentator.*

• When we speak of helping people today we do not mean a charity that maintains them in their plight, but a wisdom that lifts them out of it and strengthens them against relapse.—W. J. CAMERON *on the Ford radio program.*

• Other nations are making strenuous efforts to produce a generation fit for war. Surely we need no less to strive to rear up a generation fit for the pursuits of peace.—DR. THOMAS PARRAN, *surgeon general, U. S. Public Health Service.*

• From the welter of acrimonious discussion concerning medical organizations that has gone on both within and without the profession during the last few years, at least one significant fact emerges and that is that the medical profession cannot live to itself alone.—JAMES ALEXANDER MILLER, M.D., *president, New York Academy of Medicine.*

• Impatience is a phase of violence.—GANDHI.

• Intelligent fools are people who have refused to apply their intelligence to the subject of themselves.—ALDOUS HUXLEY *in Ends and Means.*

• Instead of looking on discussion as an obstacle to action we think it an indispensable preliminary to any wise action at all.—*Pericles, c.490-429 B.C.*

• Visitors to the World's Fair will find art all around them—to the right, to the left and even under foot.—GROVER WHALEN, *president, New York World's Fair.*

• When the Negro begins to lose employment in ever-increasing numbers, the first evidence of lowering business activity has appeared.—EUGENE KINCKLE JONES, *executive secretary, National Urban League.*

• The British censor bars kids under sixteen from seeing Snow White. He's afraid it will scare them. . . . England, in case you've forgotten, is where tots drill once weekly with gas masks!—WALTER WINCHELL, *newspaper columnist.*

• Governmental propaganda is a contagious disease. It begins by being educational. It evolves and culminates in partiality, in the fixation of opinions. In the end it becomes a weapon of governments, whether they are democratic or totalitarian. In the end it destroys both the freedom of news and of opinion.—CARL W. ACKERMAN, *dean, Columbia University School of Journalism.*

• It isn't public health ideas we lack—it's money.—MAYOR LA GUARDIA, *New York.*

• I think the poorest he that is in England hath a life to live as the richest he.—*Colonel Rainboro, Cromwell soldier, 1647.*

• All that makes existence valuable to anyone depends on the enforcement of restraints upon the action of other people.—JOHN STUART MILL, *1806-73.*

• Dr. Nicholas Murray Butler of Columbia is hunting "a moral substitute for war." There is peace of course—or are we being inane?—*Chicago Daily News.*

• God may have Eternity, but we have only a little while to solve our problems and be Christian.—*Department of Race Relations, Federal Council of Churches.*

• History has proved that the only place you can trust power is in the hands of the people. You have to take your chances with the judgment of the people.—EDUARD C. LINDEMAN, *New York School of Social Work.*

• I have no objection to brilliant talk about capitalism as magic, and I get a lot of fun out of it. But I want more light on how capitalism works or doesn't work, and how to control it or displace it.—MAX LERNER *in The Nation.*

• There is the danger that radio and the movies will in time make us a nation of grown up children. An intelligence which befits a child of twelve is a beautiful thing when found in a child of twelve but not in a child of thirty.—GEORGE HENRY PAYNE, *Federal Communications Commission to National Conference on Educational Broadcasting.*

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Roy Pinney

DOUGLAS P. FALCONER

The executive director of the newly formed Greater New York Fund, Inc., was identified for fifteen years with child welfare work in Buffalo, N. Y. Since 1932 he has been the general secretary of the Brooklyn Bureau of Charities.

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SURVEY MIDMONTHLY

MARCH 1938 VOL. LXXIV NO. 3

New York Starts Central Financing

By JAMES G. BLAINE, president, Greater New York Fund, Inc.

AS TOLD TO RUTH LERRIGO

BIGGEST, hardest, last—New York City finally has swung into line and taken first steps which parallel though they do not follow exactly the orthodox course of central financing for voluntary social work. The Greater New York Fund, Inc. now is lined up in marching order and will head for its first goal—now set at an approximate $10 million—around May first.

Hedged about with complications and special circumstances, for years proposals for such a project in New York have been a subject of debate and study, usually ending with rejection. When the Welfare Council of New York City was born in 1925, a major recommendation of the distinguished committee which produced it was that "a scientific study of the community chest method of financing social agencies, and its adaptability to New York City either on a city-wide basis or by boroughs, by functions or possibly even by trades, would seem to be an inevitable obligation of a welfare council." Since that time, committee after committee has labored and gained little more for its pains than a tentative proposal or two and the perpetuation of the idea. The most recent committee, made up of business men and professional and volunteer social and health workers, for three years has worked as a committee of the Welfare Council. It has held to the idea that unless a plan commended itself to the substantial group of social agencies of the city, it should be shelved. At last a plan has been developed which does so commend itself. Since the fund will afford only partial support to its beneficiaries and will not seek gifts from individuals except as members of employe groups, its sponsors point out that it is not a community chest. They call it rather "a united philanthropic movement." This plan has the approval of the Welfare Council, the United Hospital Fund, the leading sectarian federations, and important individual agencies, without which initial blessing no start could or would have been made.

The most sturdy proponents of New York City's plan for central financing do not call it perfect. Neither do they call it simple. All of the city's traditional set-up of private social work, some of it century-old, had to be considered. The vast bulk, cumbersome geography and political and religious make-up of the five-borough metropolis had to be woven into a reasonably cohesive plan. It is estimated that of the $85 million annually expended by some eight hundred voluntary social welfare and health agencies and hospitals in New York City, about $25 million comes in as contributions, the balance being income from endowments and capital funds, payments for services and for the care of public charges. Involved in the contributed $25 million are several large functional and sectarian federations, special money-raising departments in most of the unaffiliated agencies, professional fund-raising firms, fraternal and occupational groups and, to some extent, business and corporation giving. All these were considered.

THE vital seed at the core of New York's plan for central financing is the need to widen the sources of income of the city's voluntary social work. The planners were convinced that two important classes, corporations and employe groups, notably generous in past emergency appeals, have lacked any planned or systematic opportunity for regular contributions. These are the same business groups which gave some 26 percent of the $20 million raised for relief of unemployment in emergency campaigns of 1931 and the employe groups which contributed 23 percent of that total. Only in the case of one or two large federations are these groups given any organized attention in annual campaigns. The fund will make a comprehensive effort to reach, through these groups, sources of additional money now badly needed to bolster weak spots in the city's social services and to meet the special stresses of need and shrinkages of giving which recent years have brought.

Hand in glove with the objective of added money is the planning function of the proposed new fund. That is envisioned as the injection of enough broad plan and direction into social and health work to find and take account of neglected and deprived areas where they exist and to achieve equitable distribution of services throughout the greater city. This problem of distribution of services is greatly aggravated by the tendency of New Yorkers to work in the borough of Manhattan but to reside in the boroughs of Brooklyn, the Bronx, Queens and Richmond. Thus, Manhattan business largely supports the boroughs which, in turn, house many of the problems Manhattan

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creates. With new sources of income, the ultimate objective of New York's centralizing fund, then, is not so much a plan limited to deficit financing as a means of implementing a more rational and defensible social work structure.

The chances for success of the whole venture depend in large measure upon a spirit of voluntary participation and a ready give-and-take by everybody concerned. Completely in the democratic tradition, the plan and its proponents begin with the thesis that there is no such word as "enforce" in any part of the proposition. New York's social work is accustomed to this type of joint effort through its United Hospital Fund, its federations of agencies and the Welfare Council, with its years of experience in coordination. With even greater gains in prospect from this newest form of team play, there seems good reason to anticipate a wholehearted effort from all hands for the success and growth of the Greater New York Fund, Inc.

Can it be done? Is the whole thing too big? Is the new money really there and will it let itself be tapped? Can the planning function, to include the whole vast structure of the city's social and health services, public as well as private, hope to succeed in the complete absence of "dictatorship?" Will the necessarily complex machinery for budgeting and for raising and distributing the money bog down of its own mass? Is New York too set in tradition for such a venture? At this early date, no one can venture conclusive answers to these inevitable questions. But one thing is certain; there can be few possible questions which the planning committees have failed to consider or which they have ignored.

WOVEN into the plan's essential fabric is New York's effort to answer its problem of bigness in central financing. There is no thought of meticulous blueprinting, either in the planning function or in the budgeting procedure as related to individual agencies. The very fact of admission into fund participation carries with it a vote of confidence in the agency's or federation's own board of directors and general plan of operation. The fund will look to agencies' directors for the minute scrutiny of items in individual budgets and will expect the allotted money to be used within the broad understanding arrived at with the agency. The fund will be concerned with the essential functions being performed by an agency, their usefulness and relation to the total need for those functions in the area served.

There will be no quizzing of "Just how many pencils did you use last year and can you get along with two more or less this year?" The fund would ask rather, "Are you performing in a useful and fairly efficient manner a function which contributes to a rational plan for the general welfare of your community?" There might be such recommendations as that the money supplied by the fund be used to raise a sub-standard salary scale or to improve personnel performance rather than to pay for new functions when old ones are not being efficiently performed. Thus the fund will be able to say to an agency, "You need to improve this or that part of your job," and then to help finance the improvement.

New York hopes to steer around the shoals of mass and detail by setting up a central admission and distribution committee heading a series of functional admission and distribution committees, basic to the whole plan. Through this committee mechanism, direction will be given to the huge undertaking at the outset, through analysis of total needs and resources, and by apportionment of available money geographically and by services. The functional committees each will cover an area, such as family case work, care of the aged, recreation, and so on. The central committee will be an integral part of the Welfare Council, served by members of the council staff. It will determine the number, size and scope of the functional committees and will correlate their activities. The United Hospital Fund will designate the committee for the voluntary hospitals; appointment to membership in other functional committees will be made by the president of the Welfare Council on nomination by existing divisions of the council and with the approval of the executive committees of fund and council.

THE functional committees will be responsible for giving to the central committee a general estimate of needs for additional money in their special fields, to be considered eventually by the board of directors in setting annual campaign goals. At the other end of the process, the functional committees will have the responsibility of recommending allocations to be made to individual agencies in their special fields, with regard to total money available, to varying needs of geographic areas, and to relative possibilities and needs for development of individual agencies.

The job of reviewing and considering the applications of agencies for participation in the fund also falls to the functional committees. Certain broad general requirements are set by the central committee, including responsibility of agency board and staff, performance of a necessary service in a reasonably efficient manner and in accord with sound practice, and business-like financial recording. Beyond that it is the duty of the appropriate functional committee to review and offer recommendations on an agency's application.

In its strategic, unifying position, the central committee will "seek to accomplish better community planning in the fields of social and health work," and "shall make a continuous study of data now available . . . and call for additional data as needed," to achieve steady progress toward the goal. An important instrument to that end, especially in the early years before planning has had time to take effect, is the reserve fund. This will be raised as part of the regular annual campaigns but will be set apart to be available, through the central committee, for use in meeting "unforeseen emergencies and to correct, at least in part, inadequacies and inequities found to exist."

Departure from the plan of central financing of entire agency budgets as followed in a majority of cities, undoubtedly will bring both liabilities and assets. Besides the restriction of sources of income, there will be lacking that alluring if dubious guarantee to the individual giver that he buys immunity from any and all appeals by giving once. In plans for the Greater New York Fund, Inc. that immunity is promised only to corporations as such and to employe groups as such—not to individuals involved, who may be approached through other channels. Special complications are encountered in the budget-making and reviewing processes in a supplementation plan such as this one. On the other hand under such a plan the individual agency is not tempted to settle back and give over either its immediate ties to its community of givers or its energetic efforts for self-improvement, a situation which makes for healthy agencies.

While solicitation of employe groups often has opened the way for the undesirable element of "pressure giving" there is another and an important aspect. The "little giver" who would give a few dollars under ordinary circumstances, whether he is aware of it or not hardly meets the collection expenses for his gift. Thus his only chance of making his

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gift count at the receiving end is to give under some such plan of group solicitation. In employe group giving, the employer actually pays the cost of collection. Whatever the employe or his neighbors have experienced of New York's voluntary social or health work will help to overcome the impersonality of this type of giving and the small giver will have the satisfaction of being assured that his gift is going for "approved services." Advice has been solicited from labor leadership and other qualified sources on methods of soliciting employe group gifts, and a special committee will be established to act as watch-dog against abuse.

The pre-existence of a number of strong federations in New York, both sectarian and functional, frequently has been offered as a serious objection to central financing. The fund has recognized the importance of gearing its structure to the operations of these groups and plans have been laid accordingly. In cases where federations or agencies customarily have received income from corporations or groups which the fund now plans to solicit, any gifts which come from these same sources, up to the amount of the former gift, will be earmarked for the next three years for the usual recipient. Federations probably will receive in a lump sum the total of allotments to their constituent agencies, though the agencies will be reviewed individually by the committees.

It is possible, of course, that some individual agencies which are members of a federation, for one reason or another will fail to qualify for fund participation. Such a situation might call for additional financing through the fund to bring that agency up to the standard for eligibility; on the other hand, it might call the attention of the federation to a standard too low to be accepted by federation or fund. On the other hand, there may be agencies which are acceptable fund participants but which will not need additional financing and so will participate without a budget allocation.

A HAPPY circumstance attending the birth of central financing in New York is the fruitful thirteen years of life of the Welfare Council. Probably no other fund in the United States, with the possible exception of the Cleveland Community Fund, has begun life with its agencies so habituated to cooperation and with the guidance of so comprehensive a body of information on the needs and resources of its community as the council has assembled. Findings on the city-wide services to the aged, the relief and case work given to needy families, needs and available services for health, are only segments of the comprehensive factual material at hand, through the efforts of the Welfare Council research department and other central agencies. Welfare Council studies show at a glance the totals and distribution of expenditures for the city's health and social services, broken down by functions, religions, sources of money, and so on. The recent Hospital Survey of New York, under United Hospital Fund auspices, studied that field with unprecedented thoroughness. There will be little excuse for guesswork in the planning of the Greater New York Fund, Inc.

All along the way, New York's planning committee has availed itself of the experience of funds in other cities. Many common problems are found even in situations which differ materially. In fact, the New York fund has been described as a kind of cross between the Chicago and Cleveland plans—taking much of the pattern of its planning and allocating functions from Cleveland and of its set-up for solicitation of funds from Chicago. It is interesting to note in Chicago's experience with a similar type of solicitation that gifts to individual agencies from customary sources of support have not been reduced. Analysis of campaigns in St. Louis shows corporations, exclusive of employes, giving 28.1 percent of the total received in welfare campaigns. In Pittsburgh, 29.3 percent of the 1935 community total was contributed by business firms.

THE initial campaign of The Greater New York Fund opens with the support of a sponsoring committee of some 1500 New Yorkers, including names to conjure with in business, finance, industry and government. The honorary chairmen of this commitee are: Mayor Fiorello H. La Guardia, Walter S. Gifford, Thomas W. Lamont, the Hon. Alfred E. Smith, John D. Rockefeller, Jr. and Percy S. Straus. The board of directors of the fund includes fifty-six prominent representatives of business, finance, the professions, labor and social work. The first officers elected are: president, Mr. Blaine; vice-presidents, John S. Burke, Barklie McK. Henry, Bayard F. Pope, David H. McAlpin Pyle, Paul Felix Warburg; treasurer, Junius S. Morgan; honorary assistant treasurers, John M. Schiff, George J. Gillespie; secretary, George J. Hecht. On the first executive committee of the board of directors are: Lawrence Marx, John A. Coleman, Francis D. Bartow, Mr. Blaine, Mr. Burke, Stuart M. Crocker, Mr. Gifford, Mr. Henry, Michael C. O'Brien, Mr. Pope, Mr. Pyle and Mr. Warburg.

The members of the Welfare Council's committee on federated financing which drew up the plan for the fund, and the social agencies which they represented, were: Mr. Blaine, the chairman, Mr. Hecht, Neva R. Deardorff and Robert P. Lane, Welfare Council of New York City; Mrs. George E. Brower, Brooklyn Bureau of Charities; Mr. Henry and Bailey B. Burritt, Association for Improving the Condition of the Poor; Mr. Pyle and Mr. Crocker, the United Hospital Fund; Mr. Pope and Stanley P. Davies, Charity Organization Society; Mr. Falconer, Brooklyn Bureau of Charities; the Rev. Edward A. Hayes and the Rev. Bryan J. McEntegart, Catholic Charities, Archdiocese of New York; Solomon Lowenstein and Mr. Marx, Federation for the Support of Jewish Philanthropic Societies; the Rev. Edward Swanstrom, Catholic Charities, Brooklyn.

Douglas P. Falconer, who has acted as secretary of the organizing committee, is executive director of the fund. The original board will have the responsibility of appointing the first campaign chairman, of assisting him in organizing the campaign and of setting its definite goal. The board eventually will employ such staff as is necessary and will allocate money requisite for these expenses. It will be a further responsibility of the board to establish rules governing the types of agency obligations which the fund will assist and to determine rules and regulations concerning information to be supplied by participating agencies.

The whole coloration of the Greater New York Fund, Inc. is indicated in the study committee's tentative report, which diffidently says, "This plan is not offered as perfect, nor as a final and completed document . . . but in the conviction that it provides a basis on which a substantial and helpful beginning can be made and in the belief that the time has come for such a united effort." Here is no rigid machinery imposed from above, but a pliant and responsive organism, prepared to live its way into a complicated situation, aware of its limitations and shunning alike the irritations of inflexibility and the dangers of dictatorship.

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These Past Five Years

By WILLIAM H. MATTHEWS

ONE morning in the early spring of 1916 William H. Matthews, then as now identified with the New York Association for Improving the Condition of the Poor, heard his young assistant, Harry L. Hopkins, protest bitterly the plight of the able-bodied men whom he had been interviewing, men who wanted work and for lack of it had to apply for relief. That same day Mr. Matthews chanced to see in a newspaper that a large tract of Bronx Park property could not be opened up rapidly because of lack of funds to pay the necessary labor. Taking time only to get his hat he hastened to the park commissioner to ask if he would employ and supervise a hundred men working three-day shifts if the AICP would pay them. The commissioner would. The president of the AICP gave his blessing to this untraditional use of relief funds, and before night young Mr. Hopkins was enthusiastically writing letters to a hundred men calling them to "real work at real wages." Thus actually, if not historically (a few earlier precedents existed) was work relief born in this country. That Mr. Hopkins became its protagonist, its administrator on a national multi-billion dollar scale, is no surprise to Mr. Matthews who witnessed his early conversion to its philosophy.

Mr. Matthews administered the program of the New York Emergency Relief Committee which during 1930-33, before the advent of state and federal work relief programs, raised funds that provided jobs for 95,228 people. [See A Job-Line that Cost $28,000,000 by William H. Matthews, *Survey Midmonthly*, November 1933, page 371.]

WE have travelled at a fast pace along the road of social welfare in America during the past five years. Looking over the whole front today, it is clear that we have entered a new era. In general it may be said that the American people have accepted the doctrine that those of our citizens who find themselves in distress by denial of opportunity to work for a living shall be granted, by right, assistance from funds derived by taxation from our economic structure as a whole.

Under our present industrial order, this was bound to be. In recognizing the necessity for this change in general social policy, we have but done what England began doing thirty or more years ago. Bit by bit and measure by measure she has placed upon her statute books legislation that had for its purpose the righting of the wrongs of her industrial system. Not only as a matter of right but also as a matter of self-protection, she has done this.

As we enter upon a new road of public welfare our concern must be with the best methods to adopt and to improve upon as we travel it. Certainly nothing will be gained by belittling and disparaging the public agencies that have been set up over the past four years to do the things which plainly it was impossible for voluntary agencies to do. Rather will it be the part of wisdom for private to cooperate with public agencies and thus perhaps, improve and strengthen them. In times of emergency such as we knew in 1931-32, there was no time for planning long range programs. Panic and fear of even worse things called for every sort of emergency measure that gave any promise of bringing back hope and faith to frightened, despairing people. It was no time to wait for commissions to study and report on what might be done to check the fast outgoing tide.

Today, February 6, 1938, the mighty urge of hope put in the hearts of the people by President Roosevelt in his campaign for "The Forgotten Man" is on the ebb. There is discouragement and bewilderment over the fact that in spite of the vast sums of money spent through PWA, WPA and other government relief agencies, the number of persons dependent on one or another of them remains at staggering proportions. I am aware that every newspaper columnist, every radio news commentator, every political economist is offering an explanation of this even if not a cure. I write only of the relief aspects of the situation.

A month before the last Presidential election, I lunched with two men high in the councils of the present national administration. We talked of the WPA and other of the government's relief programs, and I urged that they use their influence to clean up the bad spots, and particularly to rid relief of politics. The reply of one of the two, a member of the United States Senate, was: "There are too many bad spots, the whole program had to be done so hurriedly that it got out of hand. It will be cleaned up only by getting rid of the whole business. We'll have good times when this election is over. WPA then will fade out of the picture and we can forget about it."

THAT, unfortunately, has not happened. Harry L. Hopkins, in one of his recent reports, speaks of a possible permanent WPA. In the same paragraph he says, "America will win the fight where other nations have failed. It will win because it has the brains and the wealth and the leadership." I cannot see as part of the victory predicted, a permanent WPA. That would mean that the country has come practically to the end of the road of development and expansion, that it is entering upon a static social and economic period. If that be true, then the best thing many people could hope for would be to get on the best possible relief project and spend their lives there. What was thought of as a temporary way of living through an emergency would become a permanent institution in our national life. The effective partnership between government and business which President Roosevelt continues to call for, should bring a much better answer than that. The country's brains and leadership which Mr. Hopkins challenges, should find better cure for "the sickness of industrial capitalism," if that be the cause of our present condition. I myself am unwilling to accept defeat.

Be that as it may, the immediate prospect is that the WPA or something in its place, must be continued for some time. What has been its record?

Going back to the days of the Civil Works Administration we have had some five years' experience with work relief as carried on by the government—national, state and municipal. From its beginning it has been a gallant, humane effort to meet the urgencies of life by a method that gave the best promise of preserving the skill, the morale and self-

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respect of the unemployed. Had work relief accomplished its avowed purpose of temporarily putting all able-bodied out-of-work persons on government payrolls and thus, by increasing purchasing power, pulling us out of the depression, it would have been counted a success. But it brought no such result. The general industrial pump was too far out-of-whack to respond to the priming. That mistakes have been made, its most ardent supporters admit. That it has accomplished much, its severest critics do not deny. If it is to go on, permanently or otherwise, is it not time to make a candid, unprejudiced review of the whole program, to take stock of where it has broken down, where it has made good, where are the gaps and where the strengths?

MANY men come to my office to tell me, "You can't get anywhere in this relief business unless you are right politically." I know that is not wholly true, at least not in New York City. I know also that some of the persons who say it are themselves trying to get where they have no right to get, to be appointed to jobs which they are not qualified to hold.

Yet notwithstanding the assertions made by public officials from time to time that politics have not influenced relief policies and relief allotments, there exists considerable evidence to the contrary. The most vicious and sinister thing in a government relief program is the use made of it for the strengthening and continuance of the spoils system in our political life. In a recent article in *The Saturday Evening Post,* two writers of reputation speak of one New Deal senator as owning the relief administration of his state "as completely as he owns his garters." An overstatement, perhaps, but many like statements have been made concerning other political leaders.

More than once, evidence has been published in newspapers in different parts of the country proving that WPA pay envelopes, as also old age assistance envelopes, have been used to carry propaganda for a political candidate or a political party. It is to Mr. Hopkins' everlasting credit that he always has taken action against such practices when they came to his attention. But America is a big place and for many years one of the chief pastimes of politicians has been to hang around the corners and lurk in the shadows whenever jobs were being handed out. The habit is difficult to break.

In 1933 the wide open gateway of the CWA was not unnoticed by the politician. Through it he went with his out-of-work constituents, irrespective of their immediate need of work. Not far behind him, though with different motive, were the various relief agencies, social workers, and many other well-intentioned people all determined to dump on the government relief list as many as they possibly could of the people they had been caring for as part of the private relief program. Through the gates, along with the "honest to God" needy, out-of-work, employable person, went the man with the letter from his district leader or from some other person of "influence"; also a considerable number of generally incompetent people who had been in and out of relief organizations pretty much all their lives; and with them numbers of people anxious to work yet so mentally or physically handicapped that even in the best industrial times they could find only occasional jobs. Mixed in with them all was a scattering of the generally lazy and shiftless who thought they saw in government relief work an easy way to slip through life.

Some of each of these groups are still on the payroll. Not by any effort of their own, will they return to a competitive industrial life. Some projects have been so loaded and cluttered with such people that work relief has become a joke and a by-word to intelligent, conscientious workers who daily observe their slackness, general indifference and indolence towards the work provided. Too often do we see ten or a dozen men with a wheelbarrow, a crowbar and a couple of shovels engaged on a two or three-man job.

But the answer to abuse of this kind is not to stop the whole program but to clean up its bad spots. One of the first steps in such a clean up should be to make the WPA work relief program in fact as well as in theory an integral part of our employment exchange service as now set up under the Department of Labor. As rapidly as possible, labor exchange offices should be made the centers for all work relief assignments. At the same time applicants should be registered for regular employment in private industry. I am aware that attempts in this direction already have been made but I am no less aware that rarely have they resulted successfully, due largely to the small appropriations made for the employment service. With past work records required in such registration, work projects gradually would be relieved of the unemployable, the casual laborers and ne'er-do-wells who have crept into them or who have been foisted upon them by politicians, social workers and relief agencies. Of course I am postulating, optimistically, that the employment exchanges would be free from such pressures. The merit system under a competitive civil service, as it already exists in the Labor Department, at least would tend to keep personnel out of the hands of politicians and other "people of influence."

JUST how, under such a system, would persons eligible for work relief be taken from relief rolls? The public relief agency in every community would send to the employment service any person receiving or eligible for relief and, in its opinion, physically able to work. He would be registered both for work in regular industry and for work relief, and his work record, good or bad, would become a part of that registration. Since the employment offices administer unemployment compensation his status in that regard would be ascertained at the same time. From the list of unemployed so registered the employment service would fill all requisitions made on it by the WPA. If neither work in regular industry nor WPA was at once available, the unemployed person would return to the relief agency to remain under its care until called by the employment service. Once at work, however, either in regular industry or on WPA, social work as represented by the relief agency, would be *OUT,* except as the worker might ask for it himself.

Here again I am aware that this is the declared policy of the WPA, but I am also aware that in a great number of cases it is not practiced. This is partly due to the relief-mindedness of certain of the WPA employes, partly due to the reluctance of the social workers to relinquish cases which they believe, quite sincerely, still need their ministration, and more generally to the undisputed fact that in many instances, particularly of large families, the WPA wage is insufficient to support the household and supplementary relief must be supplied. And supplementary relief means that social work remains in the picture. For example, last October the Illinois Emergency Relief Administration expended $98,510 from general relief funds to supplement, with an average of $15.57 per case, the income of 6328 families having members employed on WPA. Obviously if

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WPA employment is to be as "real" as proponents of the system want it to be the wage must be at least on a subsistence level, not requiring supplementation by a second government relief agency.

THE sooner work relief can be given as nearly as possible the same status as that of work under regular conditions of hiring and discharging, the sooner it will command the respect both of the worker and the public; the sooner will the indifferent and lazy be sifted out of it and the sooner will the straight unemployed, able-bodied person be released from the web of social case work.

In the face of the mistakes we have made in the past, the federal government now is being urged to supply funds for direct relief to be administered by the cities and local communities. Before that is done, whatever our opinions may be as to its wisdom, we should be quite sure that the communities are ready to accept and administer the program. Until we are assured of that, let us not repeat the mistakes of the past by jumping like jackrabbits from one plan to another with no idea as to whether the jump is to land us on solid ground or in a swamp of further misery for the unemployed. Before we scrap and begin again should we not try to have a blueprint as to where we are going? And let us not be so simple as to think that relief administration in local communities is free from politics. The grossest irregularities, not only as to the relief of the unemployed but also in the administration of the old age assistance act in certain states, have been due to the deviltry and dishonesty of local rather than federal administration. In the present hue and cry against work relief, let us get back to the fundamental reason for it, respect for the individual whose only request is that he be given an opportunity to work for his living, and his right to live by work, preferably in private industry, under regular conditions of hiring and of qualification for the job.

At present we seem to be pretty much where we were in 1933 insofar as getting the unemployed back at work is concerned. The old slogan, "We cannot, we must not let the people starve," is again heard over the land. How often, over the past five years, have those words been spoken by public officials, by bankers, by welfare workers, by industrial leaders, by chambers of commerce presidents, by New Dealers and old dealers, by pretty much everyone in no personal danger of that experience! The words have become almost as common in our vocabulary as certain phrases in the Book of Common Prayer and are recited, forsooth, with as little thought of their meaning.

What a lofty, unctuous statement it is! Just why should people willing and anxious to work, starve? And again, just what might happen to the rest of us, we who are so far removed from the condition ourselves, if the unemployed were allowed to starve? To be sure, we have not let them actually starve. But having made this platitudinous statement of good will towards the unemployed—often made too, as we rose to speak before well-laden-banquet tables—we have, in many instances at least, looked for a way to reduce them to the lowest possible subsistence. We have talked of the possibility of feeding them in commissary fashion. We have shouted to the Heavens to stop all work relief, that the dole would be 40 percent cheaper. Yes, feed their bodies to be sure, but away with this sentimental talk about saving pride and self-respect, about conserving moral and spiritual values. And the blame for the deficits in our municipal, state and national budgets we pretty generally have laid on the backs of the unemployed. The grumbling taxpayer has blamed them for every new tax placed on his income.

And what has been the one request, the one answer of the average unemployed person to all of this as he has stood about for hours, month after month, year after year, in this and that work registration line? Just this, "Give me a job by which I can earn my living, that's all I'm asking for." "Did they give you a job?" asked a skeptical onlooker to the first man out the doors of New York City's Emergency Work Bureau in October 1930? "You're damn right they gave me a job, going to work tomorrow morning." And off he went, with a new stride in his walk and a new lift to his chin. That would be the answer today of the great majority on relief, were they given the chance to make it. Yes, there would be some who could not so answer, the sick, the shiftless, the broken—broken in many cases by the experience of the past six years. There are, of course, idlers by choice among the poor as there are among the rich. My plea is for relief methods that will be shaped to the large group rather than to the small. I ask that the unemployed be thought of as the victims rather than the culprits, if culprits there are, of what has been called our industrial collapse.

I WRITE these paragraphs at the close of a week during which I have chosen to spend most of my time interviewing people in economic straits. Among them have been the actually sick, the aged and, so far as I could judge, the mentally incompetent. To them, relief, temporary or permanent, must be given, each in accordance with his need. The value of the giving will be determined by the spirit and the way in which the giving is done quite as much as by the actual thing given, whether in terms of money, hospital service, helpful counsel, or what not.

But the majority of those coming to me over the week have seemed to me to present one and the same need, that of a job by which the urgencies of life might be met. I know of no good method of meeting that need except by telling such persons where work may be had. Therein lies the reason for the continuation of the WPA, until "industry revives and calls them back again."

Charity

By HELEN MARING

Ten cents for veterans, ten cents for China;
A meal for a poet who needs to be fed.
Some milk in a saucer for a tom-cat prowler,
And crumbs for some sparrows—for bounty has fled.

A dime for a cripple who panhandles aptly;
Perhaps he doesn't need it; well, anyway, who cares?
A bar of chocolate candy for an undernourished newsboy,
And a sandwich for old Bertha up the crooked stairs.
A Red Cross membership (a dollar is a fortune),
And postage for a scribbler who needs to sell his wares.

Ten cents for veterans, ten cents for China . . . .
You can't buy lunch today, there was too much to do.
Tighten up your belt again (you have shared your fortune)
And fix the cardboard lining back into your shoe.

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"Oh, Those Social Workers!"

By KATHRYN CLOSE

"I WISH that social worker would. . . ."
"I wish that nurse wouldn't. . . ."

Not in big conferences do nurses or social workers voice doubts that their professional relationship leaves anything to be desired. The heads of the professional organizations say firmly, "With good nurses and good social workers who understand what they may expect from one another, there is no difficulty whatsoever." "But," you put in somewhat timidly, "what has each a right to expect, professionally, of the other, and what, precisely, is 'good'?"

Nursing and family case work agencies will give you the answers in clear, reasoned statements of policies and procedures which in theory leave nothing more to be said. But after theory comes practice, practice by nurses and case workers who are as different each from the other as their own fingerprints. So, when it comes to the day-to-day working of policies and procedures, to discovering what is back of those off-the-record, regretful murmurs of "I wish she would . . .," "I wish she wouldn't . . ." you must go to those nurses and social workers who, in line of duty, climb endless tenement stairs and meet each other across acute situations of families in trouble.

When two human beings come together with a common purpose—in this instance the welfare of the family—but with sharply divergent backgrounds and training it would be a miracle indeed if their relationships were always as unruffled as the proverbial mill pond. Seeing the family problem from different angles and approaching it with services that overlap at least in their physical setting, it is almost inevitable that the two workers, however firm their professional ethics, should develop "edges" in their contact. But to bring these edges into the open where they can be examined and perhaps banished by frank facing, you must go, as I did, to the stair-climbers of both professions.

If you are patient, if you are able to discount the passing irritation of incidents and to dig steadily for the reasons for them, be they reasons of personality, of over-zeal or of mutual under-confidence, you will begin to see, after a good many for-heaven's-sake-don't-quote-me interviews, just what the "edges" are and why.

The nurses take no self-righteous stand in their comments on their social work colleagues. To emphasize the social workers' frailties beyond their own is no more than human. On the other hand they concede certain definite rights to the social workers, things which they have a right to expect from the nurses.

These begin with a fundamental: that the nurse must practice professional ethics in her relationship with the social worker not unlike those she practices in her relationship with the private physician, meaning that she must accept the social worker as an authority in her field. They agree that the social worker may expect the nurse to recognize social problems and to know when to refer a case to a social agency, and that the nurse must help interpret social work to physicians and laymen.

To support these generalities the nurses point to specific ways in which the nurse should cooperate with the social worker. If a nurse refers a family to a social agency, the social worker assigned to the case has a right to expect from the nurse a case history giving the health picture of the family, the nurse's reason for visiting it, the health plan developed by the nurse and family, any information the doctor may have given on the prognosis of the case and, if the doctor permits, the diagnosis. Likewise, if the social worker has referred the case for nursing care she has a right to expect from the nurse a report on the care given and the health plan made, and a notification of any change in the plan or of the closing of the case by the nursing agency.

HAVING examined conscientiously what the social workers may expect, the nurses turn to their own rightful expectations. They are not dissimilar. The social worker, they say, must recognize the community nurse as a specialist in her field; must be aware of health as well as of social and economic problems and must know when a nurse should be called on a case. In specific instances, if the case has been referred by the nurse to the social agency, the nurse may expect a report on the action taken or plan made; notification of any change of plan, of referrals to other agencies or of the closing of the case; and in an emergency, a telephone message that help has been given or if not, why not. When a case comes to the nurse through a social agency the nurse should be able to count on receiving a case history including information on home conditions, family status, problems presented and the reasons for the agency's activity, and a statement of the social worker's plan for the family. While the case is being carried jointly by the two agencies the social worker and the nurse should consult on any problems or plans that affect the health situation of the family.

Though these expectations seem eminently reasonable the nurses maintain that neither the nurse nor the social worker lives up to them consistently. It is suggested that perhaps a certain professional defensiveness causes each to lack appreciation of the function of the other. Admitting that they themselves are guilty of many of the errors of which they complain, the nurses present a long list of "little ways" of social workers that cause them to see red. Foremost among these is the failure to recognize nursing as a profession. This is evidenced by the worker who sees nursing only as bedside care and considers herself wholly competent to handle any preventive work that is indicated. The result, say the nurses, often is unauthoritative or "half baked" health advice. In the same category belong well-meant but ill-informed suggestions pertaining to birth control, advice on which, the nurses maintain, belongs in the health and not the social area. This lack of confidence is also manifested by the social worker who is unwilling to yield ground in a situation where the delegation of the entire responsibility to one worker seems desirable.

A community nursing service cannot fulfill its obligation unless the social workers in the community recognize health problems and use the service intelligently. The nurses claim that many social workers are not alert in this respect. Often they neglect to report to the nursing agency a new illness or a pregnancy in a family which they know had previous nursing service. When they do recognize a health problem they tend to refer patients to a clinic without consulting the family physician, who usually holds the nurse responsible. They are careless in interpreting the nursing agency to the family and community. Sometimes they cause embar-

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rassment by promising more service than the agency can give.

Aside from misunderstanding their function, social workers, the nurses complain, neglect clear-cut routine procedures with resulting unnecessary difficulties in relationships. Even when they report to the nurses on plans for their families the case workers frequently fail to explain the reasons for their decisions. Consequently the nurses cannot appreciate their plans nor understand such delays as may follow. Most annoying and perhaps most serious is the failure to present clearly to the family the reasons for withdrawal from the case, thus—unwittingly, of course—leaving the nurse to struggle with the explanation of something which she herself does not understand.

The matter of denying or withdrawing relief from a family seems to be a pretty constant bone of contention between nurse and social worker engaged on the same case. The nurses say that they are willing—well, usually—to accept the social worker's judgment, but they do not always follow the social worker's reasoning and they just plain do not like the way she brushes aside their estimate of the situation. "Snooty" is what they call it.

There is a sure antidote, say the nurses, for the irritations and misunderstandings that arise under the pressure of the day's work. They and social workers must have a better knowledge of each other's fields and must have an objective attitude toward their services in the community. It must never be forgotten, they remind themselves as well as social workers, that the promotion of the patient's or client's welfare, and not the promotion of any agency, is the goal of every community worker whether nurse, social worker or what-have-you. Therefore the individual workers of the two groups must have confidence in one another if the confidence of the family in both of them is to be maintained. Plans must be made jointly and respected in spirit and in letter else one worker will undermine, inadvertently to be sure, what the other has built up and the family will be left with divided counsels. For real cooperation to flower, the workers must know each other's language or be able to strip their discussion of technical terms.

Living up to their reputation for practicality the nurses do not dwell on the nostalgic note of ideal cooperation but offer definite proposals for its accomplishment. Primary among these are the twin suggestions that training both in community nursing and in social work should have some orientation to the other field, and that, for the further education of trained workers, there should exist an exchange of new ideas and reading material in both fields. To bolster this background the social and nursing agencies should come together to formulate a definite plan for a joint staff educational program to be carried out through joint staff meetings.

For particular cases the idea of a mutual consultant service is offered. With a nurse sitting on a case committee of a family agency to interpret the health implications of the cases discussed and a social worker available for advice to nurses on the social problems that daily confront them, a better understanding of functions and a stronger professional confidence would result. Supplementing this service should be frequent conferences between the social worker and nurse assigned to the case, regular reports to each other on long term cases and interviews, the two of them together, with the physician. The nurses even advise an interchange of family case histories, accompanied, of course, by an intelligent use of this confidential material.

Nurses do not charge that any one social worker is guilty of all the sins of omission and commission which they pile up, but, they say, almost any one of them, if completely candid with herself, will admit that some of the counts strike pretty close home. "Not that we are without sin," they hasten to add. "We have poor nurses too and the good ones among us have to take the gaff for the poor ones. Why don't you circulate among the social workers and find out what's wrong with the nurses they meet on the job?"

Miss Close has "circulated" and her second article, OH, THOSE NURSES! *in which social workers have their say about community nurses will appear next month.*

Board Member Soul Searching

By RUTH HYDE HARVIE

President, Association of the Junior Leagues of America

A LOT of advice and a good deal of education have been directed these last few years to the board members of welfare agencies, all of it designed to clarify and strengthen board member functions in relation to their own organizations and to the social planning of their communities. They have been told of the importance of a broad knowledge of modern social theory and of modern practices and standards, and of the wisdom of preceding board activity with volunteer experience. They have been urged to become real participants in planning and carrying out agency programs and to become the interpreters of the community to the professional workers and of the professional program to the community. Not always have they been advised how to tackle the immediate and often confused problems of relationships within their own agencies.

Many welfare agencies, once conducted largely by volunteers, find themselves today with problems created by the growth of large professional staffs. These agencies cannot survive in their communities without volunteer boards and committees, nor can they function adequately without the services of professionals. Yet the relationship between the two groups and the balance of responsibility between them have grown up, all too often, like Topsy and are not the result of clear understanding nor of conscious planning for the integration of the volunteer and professional contributions.

Because my own organization, the Association of Junior Leagues of America, has spent the past two years on an analysis of its own volunteer-professional relationships I venture to suggest as a new role for board members that of students of their own organization. The course I propose is not one of those introductory affairs to give new board members light on the whys, wherefores and hows of their agency, but a seminar which digs deep into the past, minutely analyzes the present and looks ahead to a broader, richer program in the future.

The Association of Junior Leagues was a completely volunteer organization until 1926 when it acquired an

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employed staff of one. Now we find ourselves with an executive staff of fifteen including six trained social workers, and a large clerical force. We too had grown like Topsy and found ourselves wondering whether our volunteer and professional groups were functioning together sufficiently well to carry the present program effectively and to be adaptable readily to future contingencies.

The problems which faced us are familiar:

Conflict of responsibility between board and staff; board and executive committee.

Lack of understanding of the different contributions which these groups have to make.

Duplication of effort in board and committee work.

Poorly defined personnel policies and procedures.

Faulty organization resulting from divided responsibility for staff and organization matters.

Assuming the role of students of our own organization we elected a committee of board and staff members—these last named by the professional group—to review the present administration, management and organization with special reference to the relationships of board, committees and staff to each other and to our member leagues, and to the expressed policies of the association. We did not expect this committee to evaluate the program of the organization, but we were confident that its recommendations to the board would indicate a basis for future development.

We secured an expert in administration and management to guide us, but may I suggest here that much of the purpose of such a study is lost if a board hires an expert and forgets all about the study until his recommendations are presented. No outsider can come in and clarify the volunteer-professional partnership. Professionals and volunteers, side by side, must do the digging themselves if a permanent, satisfactory working relationship is to be established.

The first job of those who undertake a seminar course in their own agencies is to secure a complete picture of their organization as it exists in the minds of those responsible for its policies and management. The essentials for this picture are:

The organization's by-laws and standing rules.

Analyses of the functions, duties and relationships of officers and directors, committee chairmen and members of the professional staff.

Job analyses of clerical positions.

A statement of the present organization, board and committee policies and of administration, office and financial policies and procedures.

I need not go into detail here of how these essential points were translated into questions designed to set thinking all the board and committee members and the staff. The purpose of the questionnaire was to challenge complacence, to stimulate self-analysis and to clarify personal attitudes. It was "accepted in the spirit in which it was meant" and was answered candidly and in full detail. Naturally it revealed, along with much clear and definite thinking, a good deal of confusion particularly in the direct and indirect interrelationships of board, committees and staff.

With this mass of material in hand came the committee's hardest task—to sort out and evaluate the vital problems revealed and to frame recommendations for their solution. Remember that this was a committee made up of both volunteers and professionals, working side by side, arriving at conclusions by a process of joint thinking. These conclusions as to problems and proposed solutions, together with a digest of the material from which they were drawn, were then presented to the board.

Out of this experience I can bear witness that nothing is more stimulating to a board or more conducive to satisfactory working relations between board and staff than to have a committee submit to it for discussion such recommendations as that:

The by-laws be amended to become a true reflection of present policies and practices.

The board pass upon the job analyses of board members, committees, and staff, and that the analyses as approved become the bases for working manuals relating to all positions within the organization.

The board adopt a statement of its present functions indicating the general division of responsibility between board and executive committee, between board and staff, committees and board, and so on.

The board formally adopt a set of personnel policies and procedures dealing with such matters as working hours, sick leaves, arrangements for professionals' studies, vacations, dismissal wages and personnel records.

All policies of the organization in effect at the present time be assembled so that the board may review them as a whole and proceed to adopt a set of policies which may be considered as a basis for the entire program of the organization.

The classified records of the actions of the board be kept in an historical file of policies, classified by subjects, and as policies are rescinded or revised, a record to this effect be made under the proper classification.

Such recommendations cannot be put into practice in a day, but by charting a course they obviously exert a salutary influence on an organization's procedures and inside relationships. Take for example the confusions which frequently becloud the functions of board, executive committee and paid executive. What board member has not sat through hours of discussion of matters of minor procedure, hours which might better have been spent in examining the policies from which procedures emanate? Or what executive committee has not hashed over a difficulty connected with a certain position when, if personnel policies had been clearly defined, their application to the case in question would have been the responsibility of the paid executive?

The result of such practices is obvious. The paid executive who must refer every office problem and staff complication to his executive committee ceases to be an administrator. Why pay his salary if the matters with which he presumably is competent to cope must be turned over to the mercies of a committee without professional experience? And why go through the red tape of having an executive committee if the board insists on applying policies as well as formulating them?

Such a study as I have described should define affirmatively the ground which board, executive committee and executive occupy. Experience indicates that sound divisions of responsibility run something like this:

The function of a board of directors is to provide for the most efficient administration of an organization under its stated purpose. The board should offer leadership in thought and action in the formulation of new policies and the abandonment of old, in the creation of new programs and the change of old.

An executive committee should be responsible to the board in the capacity of supervisor for the practical application of policies and programs adopted by the board. *But*

The actual working out of techniques and details should rest solely in the hands of the trained executive and his staff.

Since the choice of an executive rests so often in the hands

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of lay people it may not be amiss to give here a few highlights of the conception of an ideal executive as developed by joint lay and professional thinking:

The ideal executive secretary shall be responsible for carrying out such programs as he and the board of directors, working in partnership, have agreed upon.

He shall supervise and coordinate the work of the staff, develop each member to increase his capacity, study the demands of all staff positions and suggest lines for their development.

He constantly shall consider the organization's program as a whole, concerning himself with long time planning, suggesting to the board the need of new policies or the modification of old ones, and finally

He shall give thought and attention to such board education as will promote an effective volunteer-professional relationship.

With divisions of function stated as simply as this, one may question if such a seminar as I have suggested is a necessary part of board education. May I say that the definitions of function created by the thinking of one organization need re-cutting before adoption by another; that it is the process of the study as well as its outcome which is invaluable to laymen as interpreters and as co-planners with the professionals in the development of adequate social services for their communities.

This article is drawn in part from a paper presented by Mrs. Harvie at the last meeting of the New York State Conference on Social Work.

The Poorhouse Persists

By HELEN GLENN TYSON

Family and Child Welfare Division, Public Charities Association of Pennsylvania

GOVERNORS may tell the world that they have "abolished the poorhouse" when they sign old age assistance bills, but a small cash pension, which cannot buy medical and nursing care, does not answer the need of hundreds of aged persons today. Needy old folk do not hear the governors' optimistic words as they crawl into the only institution that will shelter them. Though poorhouses—or almshouses as they are more generally known—are completely out of step with modern public welfare, and though some states have taken steps to abolish them and to substitute appropriate care, a large proportion of the 2300 such institutions enumerated a few years before the depression still remain. Old age assistance has saved some old people from the poorhouse, but it has not abolished that desolate institution.

A monument to waste and degradation, the poorhouse is and always has been a kind of lower hell in this new and developing country. Keeping "off the town," at whatever cost to health and decency, is still the constant preoccupation of the old and needy. For its hatefulness to poor and taxpayer alike, the almshouse has been pushed back into the shadows of neglect and inattention, but its very existence is a potent weapon, still raised on occasion to threaten the recalcitrant and demanding poor.

Before federal appropriations for relief of the unemployed began to flow even into remote rural communities, this weapon was used with deadly effect. The shadow of the poorhouse hung darkly over more victims than at any time since the founding of the country. The logic of the petty local official was simple; as simple as that of the early pioneers whose unquestioning acceptance of "the crime of being poor" followed naturally the pattern of the early English workhouse, where paupers and petty criminals were housed together and forced to work in the hope that they would be converted from their evil and idle ways. No one, reasoned the overseers of the poor, could be starving or cold so long as he refused to swear that he was a pauper and apply for admission at the local poorhouse, where by law he must be given food and shelter of sorts.

The public's forgetfulness and neglect of this institution can be explained partly by its location and partly by the type of person concerned with its administration. When land was cheap and almost everyone depended for a livelihood upon its cultivation, hardworking settlers logically concluded that "poor taxes" could best be held down by combining farm land and paupers. The poor farm, therefore, was located outside town, often "back from the road" so that the sight of paupers, supported at public expense, might not disturb the peace of mind of the passerby. A farmer was appointed as steward and the paupers set to grubbing their living from the earth.

Time has cast doubt on this method of saving the money of taxpayers. Although some 300,000 acres are connected with poor farms, some of them very rich land with a high cash value, only about half are cultivated and those but poorly. The farm appears frequently to have no more usefulness to the poorhouse than would a farm attached to a city hospital. A recent study of almshouse farms in Pennsylvania showed astonishing mismanagement, some farms without any inmate labor whatever, failing to produce even sufficient vegetables and dairy products for the needs of the institution. The office of "director," "overseer," or "farmer," at first honorary and unpaid in many communities, has degenerated into a petty political job for which the highest objective has come to be keeping poor taxes down without permitting the paupers actually to starve to death. Candidates have campaigned for reelection on this issue. For the most part new thinking and practice in institutional management and in care of the chronically ill and disabled, have passed the poorhouse by, untouched.

BACK in the seventies when the public welfare movement began to take form in America and Will Carleton (the Edgar Guest of that day) wrote his popular ballad, Over the Hill to the Poorhouse, the almshouse was the country's most important public welfare institution. At the first conference of boards of public charities, held in New York, the condition of almshouse populations occupied a large part of the discussion. Children had been admitted to almshouses in great numbers. While hundreds of new private agencies for child care had been set up, as well as some similar institutions for their public care, most of this new work for children was isolated and sectarian. The almshouse continued to be the catch-all and the hopper into which needy children fell. Hundreds still were born and bred there.

While poor directors of this period generally retained their belief in the moral restraint and discipline of the poor-

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house for the adult pauper, they, along with state officials and a few workers from the new charity organization societies who attended their conferences, were becoming uneasily conscious that the poorhouse atmosphere could bring nothing but harm to children. At a welfare conference in 1885, a poorhouse population was described by a state official as consisting of "a heterogeneous mass of humanity, differing widely in individuality as helpless, docile childhood differs from garrulous self-assertive old age, with the intervening class of raving maniacs, demented imbeciles, irresponsible epileptics, gibbering idiots, and always a fair proportion of helpless and unconsciously filthy inmates."

Partly as the result of these conferences, in the early seventies the movement to forbid admission of normal children to almshouses gained real momentum. The New York State law, passed in 1875, was reported to have removed some three thousand children from poorhouses of that state. Other state laws followed; yet in 1930 hundreds of children still were in the almshouses of America—children who had slipped through the cracks of old laws allowing for temporary care, children suffering from some disability and for whom no other care was available, young children with their mothers.

About the same time that attention first was given to the problem of children in almshouses, strong currents were running to divert other groups with special handicaps from the almshouse door. Institutions for the blind were founded; hospitals for crippled children and sanatoria for the tuberculous were built; homes for the aged were opened; but still the poorhouse and the old community attitude toward it persisted. By the end of the nineteenth century, 128 hospitals for care of the insane had been opened. New currents of thought in regard to care of the insane had developed through the leadership of Dorothea Dix and others, yet how little this new thinking had affected rural almshouses is shown by another contemporary book, Farm Ballads, also by Will Carleton, which used to lie beside the Bible in rural homes. Consider the story of Rob, the Pauper:

> Rob the Pauper is loose again
> Through the fields and woods he races . . .
> He hath broken him loose from his poorhouse cell,
> He hath dragged him clear from rope and fetter . . .
> Rob the Pauper is wild of eye
> Wild of speech and wild of thinking . . .
> Yet there is something in his bearing
> Not quite what a pauper should be wearing . . .

The poem goes on to tell how they hunted the Pauper "with dogs and guns" until finally "a well-sped bullet goes crashing through him" and he is brought back to lie "in a box of rough-planed boards unpainted" at the "poorhouse graveyard gate."

Times have changed; the dogs and guns probably would be discarded in the hunt for Rob today. However Rob still might be in a poorhouse—unless he had proved troublesome enough to win a commitment to a state mental hospital. Psychiatric service such as he plainly needed has not yet penetrated many rural institutions, though it has restored hundreds of persons to lives of usefulness, and has been shown to pay for itself in the long run many times over.

In today's almshouse, then, still are found many members of groups for whom other types of care long have been provided. There are fewer children today; fewer insane, but many feeble-minded; fewer able-bodied aged and blind, since old age assistance and blind pensions have become a charge against the state and federal governments. Those who are left are increasingly a group of bedridden, disabled persons, most of whom need institutional care of a type suited to their particular needs. The poorhouse, in some places running at a per capita cost of a dollar or more a day, affords for the sick whom it houses a type of care which, like the institution, dates back to the seventeenth century.

As recently as 1934 in one eastern state, only five of eighty-five almshouses, housing in the course of a year over 27,000 people, had what could be called the rudiments of a medical program for the inmates' care. Only eleven of the eighty-five, for example, gave physical examinations to inmates at entrance, though one which did give such examinations found that 74 percent of those admitted were suffering from a physical or mental handicap or disease. The fact that hundreds of the applicants to the almshouses in this state must have been seriously ill at entrance is evidenced by the deaths during that year of 9 percent of the population.

The picture is not wholly black. Virginia has a progressive law, and is moving toward a program of consolidation that will transform almshouses into what they must become —hospitals for the chronically ill and infirm, to which any of us might go if need be. In that state, sixty-eight almshouses have been replaced by six large district institutions. The little state of Delaware already has taken a further progressive step. One hospitalized institution, under competent medical direction, serves the whole state. No longer are there poorhouses in Delaware. Alabama reports that within two years its almshouses have been reduced from sixty-one to fourteen. Georgia has closed twenty-three almshouses recently, leaving thirty-six still in operation, and is hoping to close within the year all but five large institutions. Many city institutions have strengthened their medical and nursing programs, though few have developed that individual service at the intake desk which discovers care in the community for helpless persons who do not know where or how to seek it. Progress is being made.

THE real answer to the persisting problem of the poorhouse, like the answer to many welfare problems today, is quite simple. It lies, not so much in further attempts to drain off inmates from the poorhouse, as in a frontal attack on the institution itself. But this action involves a step in public welfare that petty politicians, with a death grip on their little jobs, will take only under great pressure from the public. No small county, township, or borough can afford a hospital for its chronically ill and infirm; so it is in these smaller units of government that almshouse care is still general and poor. Regional hospitals, crossing county lines and planned under state direction, afford the solution to the problem. Some of the larger city and county institutions could be fully hospitalized and adapted to receive patients from nearby counties on a per capita basis. In other parts of the country new buildings would be needed to serve a specified area. Against their cost could be applied the selling price of poor farms, sometimes valuable.

To bring this about, taxpayers groups and citizens who can see beyond the boundaries of their own little communities will have to plan for the care of an increasing number of chronically ill and disabled. Perhaps the day is not far off when labor will take a more powerful hand in the treatment of welfare problems. Pauper is not a popular word with those who, in the face of growing insecurities, have given their lives to building great industries. Meanwhile, thousands of aged and infirm still totter over the hill to the poorhouse, to seek shelter in that ill-starred institution.

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The Common Welfare

Patronage Again

ONCE again the United States Senate has expressed its will to patronage by amending the independent offices appropriation bill to require Senate confirmation for appointments of "experts and attorneys" to positions paying $5000 or more a year. It will be recalled that a similar amendment last year obliged fifty-two members of the staff of the Social Security Board to "clear" their professional qualifications with their Senators as part of the process of confirmation. [See *Survey Midmonthly*, July 1937, page 224, and September, page 288.] Last year's action was retroactive; this year's would keep the situation firmly in hand —the Senate's hand.

Senator McKellar of Tennessee, who fathered the amendment in a form more drastic than finally adopted, is quoted as saying that he will demand similar amendments to all appropriation bills this session. Fortunately the House, if it will, still can prevent an action which the National Civil Service Reform League describes as "archaic, unwarranted and a negation of the merit system."

Wage Earners' Money

IN his legislative message of January 5, Governor Lehman of New York urged a plan similar to the Massachusetts plan whereby life insurance may be purchased "over the counter" of local savings banks instead of by costly door-to-door selling and premium collection. The Massachusetts plan, worked out by Louis D. Brandeis, has had thirty years of successful operation. [See *Survey Graphic*, November 1936, page 598.] This effort to broaden New York's social insurance program by the inclusion of savings bank life insurance this year has had the vigorous support of a newly formed Savings Bank Insurance League headed by Dr. William Jay Schieffelin.

Even in the depression year of 1932, American wage earners paid out over $700 million in weekly premiums on so-called industrial insurance policies in the attempt to obtain some measure of security for themselves and their dependents. Yet the record for the eleven years from 1923 through 1933 shows that of all industrial insurance terminated in that period, two thirds lapsed with no return of any kind to the policy holders, and an additional 25 percent was surrendered at a sacrifice. Only 5 percent was terminated by the death of the holder. Studies of relief families made during the same decade by the Metropolitan Life Insurance Company, the Board of Child Welfare of Albany County, N. Y., the Jewish Family Welfare Association of Boston, show that from 11 to 19 percent of relief given was spent for life insurance.

In his message, Governor Lehman stated:

> The state has a responsibility to see to it that these [insurance] services are properly regulated and moreover are rendered at reasonable cost. . . . The experience in that state [Massachusetts] proves conclusively that the cost of ordinary life insurance sold by the savings banks is lower than that of ordinary life insurance sold by private companies. A comparison of the cost of savings bank insurance and of private industrial insurance is even more advantageous to the savings banks. In addition, the terms of the savings bank insurance policies are in general more favorable to the policy holders than those of the private insurance companies. . . . I recommend that you give consideration to the adoption of a law empowering the mutual savings banks of this state to establish insurance departments under public supervision.

A bill modeled on the Massachusetts measure, sponsored by Senator Livingston, is now pending at Albany.

Anniversary

THE U.S. Department of Labor has rounded out its first quarter century of work. The tenth of the executive departments of the national government, Labor came into statutory life on March 4, 1913, after almost fifty years of agitation for its creation. The anniversary was celebrated by a dinner in Washington March 3, with the Secretary of Labor presiding.

In the twenty-fifth annual report of the Secretary of Labor, Miss Perkins reviews the record of the department over the years in its efforts on behalf of reasonable hours of labor, adequate annual income for wage earners, safe and healthful working conditions, elimination of child labor, "practical industrial relations" based on collective bargaining, conciliation, mediation, and arbitration through government agencies. She added:

> Labor policy in a democracy is not a program conceived by a government but rather a program of action which wage earners and employers must work out together in a society which develops naturally out of the work they do and the life they lead. The function of government is to serve as a stimulating agent to facilitate the formulation of such a policy, a policy that will be just and fair to all the people and in line with human progress.

This has been the keynote of Frances Perkins' administration of the department, which has brought it to altogether new estate.

Plain Man's Way

IN a world of arrogant dictatorships and devious diplomacy, it is well to be reminded that common men going their quiet way still hold to ancient values of honesty and fair dealing. From the files of the division of placement and unemployment insurance of the New York State Labor Department, a press release brings a grist of letters from workers covered by the insurance law. One man scribbled on the margin of the official notification that he was eligible for benefits of $12.50 a week for not more than six weeks, "Sir: I declare myself ineligible for insurance. I was fortunate enough to get placed during my waiting period." Another wrote:

> Received your statement of unemployment insurance benefits and I am sending it back to you and here is the reason why. I was unemployed for six months and was called back to work January 13, 1938 and the same day I notified the Employment Service office that I have returned to work. So will you please stop the money which I was to receive for being unemployed. I'm not entitled to it now and I thank you very kindly.

A similar note reads: "On January 13 I went to work for X—. In case the check comes, I will return same."

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Paul Sifton, administrator of the division, reports that several hundred eligible applicants have taken this direct means of halting benefit payments, although the matter is also handled through the State Employment Service as placements are reported. But regardless of routine procedures, here are workers, many of them with resources exhausted by weeks or months of unemployment, others with a heavy overhang of unpaid rent and grocery bills, troubled lest they receive modest benefit checks for $5 to $15 a week which, as one of them wrote, "would not rightfully belong to me."

More for WPA

WITH a unanimity rare these days both houses of Congress approved the appropriation of $250 million for the Works Progress Administration asked by President Roosevelt early in February. Efforts to increase or reduce the amount or otherwise to tinker seriously with the appropriation were rejected. This new quarter billion, added to the funds already available for the current fiscal year will enable WPA, its officials estimate, to add 500,000 workers to the rolls immediately. A peak of 2,500,000 will be reached this month, with a gradual reduction through the late spring as seasonal employment picks up.

There has been as yet no indication of the size or direction of the federal relief program for the fiscal year beginning July 1. It might be noted, however, that while few congressional voices were raised against the new WPA appropriation fewer still were heard in behalf of any renewed federal participation in direct relief.

Oklahoma on the Carpet

TO Oklahoma goes the dubious distinction of being the second state on which the Social Security Board has cracked down publicly for its administration of public assistance services under the social security act, though anyone with an ear to the ground might have named several other states as likely candidates.

The action of the board in summoning Oklahoma officials to a hearing in Washington and, on the evidence there presented, of withdrawing further federal participation in assistance services until the state's house is put in order, will have salutary effect, it is believed, over the country.

Since April 1936, when Oklahoma began receiving federal grants for old age assistance, aid to the blind and aid to dependent children, federal funds to a total of $9,505,788 have gone into the state. All but $1,115,571 was earmarked for old age assistance. At the end of last year, the Bureau of Public Assistance of the Social Security Board made a study of the administration of the three services by the State Public Welfare Commission. In late February, as a result of the study, checked against audits and other information, the board called the hearing to determine whether or not further payments should be made. In his letter to the Oklahoma officials Arthur J. Altmeyer, chairman of the board, detailed "failure of substantial compliance with essential conditions" prescribed by the social security act. Awards, he said in effect, had been made, withheld and changed without the application of a uniform policy as to the determination of need. Records "purporting to establish eligibility . . . are not accurate and entries made in such are clearly at variance with the actual facts in a substantial number of cases. . . . The result of these practices is hardship to the individual and the diversion of federal and state funds from the purpose for which they were granted."

According to the most recent data available, Oklahoma tops all the states in the number of old age beneficiaries in relation to persons of sixty-five or over in the state population—590 out of every 1000. Washington has 288, Missouri 241, California 200, Massachusetts 192, Pennsylvania 154, New York 130. In aid to dependent children, Oklahoma with 37 per 1000 under sixteen years is exceeded only by Maryland with 38. New York has 17 per thousand, Pennsylvania 14, Missouri none. In aid to the blind, Oklahoma, with 74 per 100,000 estimated total population, ranks fourth, exceeded by Maine with 133, Pennsylvania with 107, California with 82. In amounts of assistance Oklahoma fell far below the national average. In assistance to the aged the average grant in November for all states was $19.22; in Oklahoma, $14.95; in aid to dependent children, national average per family $31.98, Oklahoma $15.85; in aid to the blind, national average $25.58, Oklahoma, $16.72.

How the Wind Blows

IMMEDIATELY upon the heels of the American Medical Association's announcement of plans to stimulate local medical societies to study problems of medical care for all the people [see *Survey Midmonthly*, February 1938, page 47] one of them, the Medical Society of Westchester County, N. Y., adopted a resolution on the subject. Addressed to the AMA and to all county medical societies, it called for "a logical, affirmative and progressive policy" and said, in part: "We believe and assert that good medical care can be made available to the poor and to persons in the lower income classes through more rational economic arrangements than have yet been developed. . . ." An accompanying article in the society's bulletin asserted that "American medicine as represented by the AMA has constantly opposed the development of and the conditions inherent in state medicine without offering an alternative. . . ."

This was not to be construed, the society added, as ". . . revolt against the authority of the AMA . . . but only as an endorsement of the AMA action," and as going a step further in "stating terms under which we feel medical groups can safely assume leadership. . . ." Comment in other publications, however, did construe it as everything from "sharp criticism" to "prevarication."

Whatever else it may mean, as the official action of a body of 650 doctors it constitutes a large and meaningful straw in the wind of local medical society sentiment.

Admiral Cary T. Grayson

FOR the second time in three years the American Red Cross has undergone tragic loss. Cary T. Grayson, who in 1935 succeeded the late John Barton Payne as chairman of the national organization, died in mid-February at his home in Washington. Admiral Grayson brought to the American Red Cross not only competence as an administrator but the warm personality that had made him the friend of three Presidents, and of a host of lesser folk up and down the land. In his relatively brief span in his Red Cross office he exercised wide influence not only in this country but abroad through the League of Red Cross Societies which he headed as chairman of the board of governors.

The quality of Admiral Grayson's leadership was apparent last year in the great Red Cross program of flood relief in this country. Its last public expression was the appeal for funds to aid the civilian war sufferers in China.

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The Social Front

Relief

RISING expenditures in public relief are not a new phenomenon in this country. For twenty years before the depression the curve had been steadily and inexorably upward. The great increase, in the depression years, was only a sharp acceleration of a manifest trend. In Trends in Relief Expenditures, 1910-35, Research Monograph No. 10 of WPA's division of social research, Anne E. Geddes has brought together a great mass of data not hitherto assembled.

Prior to 1910 public relief bulked so small that no useful statistics were compiled. But it appears that in 1911 sixteen of the largest cities in the country expended $1,559,000 for outdoor relief including operation and maintenance costs. In 1928, with prosperity at its peak, these same cities expended more than $28 million. While there are no comprehensive records of private relief or of total public and private expenditures prior to 1931, Miss Geddes concludes that the rise in public far outran the rise in private expenditures so that by 1929 private funds accounted for barely a quarter of the total. "Since the assumption of a share of the responsibility for relief by the federal government in 1932 the proportion of the burden borne by private agencies has been very slight."

The rising curve of public expenditures is not the only trend revealed in black and white by Miss Geddes' painstaking and scholarly study. She notes the "rise of categories" through special legislation; the progressive tendency to widen the base of governmental responsibility for relief beyond local units; the new and increasing importance of work relief. Less obvious are the facts that prior to the depression the most rapid expansion in public relief occurred in aid to dependent children; that the increase in both public and private relief expenditures has been far greater than the growth in population; that the rate of increase in public relief expenditures has greatly exceeded that of all governmental expenditures combined; that since 1932 the expansion in relief expenditures has been relatively greater in rural and town areas than in cities.

Miss Geddes finds little evidence that in the past special aid to children, aged and the blind has resulted in reduced general relief rolls. There has been some shifting of cases but "to a considerable extent the special types of assistance have tapped new reservoirs of need. The influx of new cases to the general relief rolls, combined with rising standards of care, has largely offset such absorption as has occurred."

Looked at one way Miss Geddes' study is a most discouraging document revealing as it does the deep roots and persistent growth of a problem only lately admitted to general public concern. In any case she and her fellow researchers of the WPA have performed a valuable service in bringing the facts to light and in putting them on the record.

What Happened—A clear, simple account of the highly involved "business of relief" these past several years is A Survey of Relief and Security Programs prepared by Arthur E. Burns and Edward A. Williams, and published (mimeographed, 51 pp.) by the division of research, statistics and records of the WPA. The authors, after a brief account of conditions prior to the entrance of the federal government onto the relief stage, trace the course of federal policy and its implementation, through FERA, CWA, the interim federal-state work relief program, the WPA and the program of the social security act. Finally they discuss the permanence of the problem of destitution and its underlying economic factors, and conclude that only "an integrated and perfected program of insurance, public work and public assistance . . . will eliminate the distress resulting from unemployment."

Trend—Figures compiled by the research bureau of the Welfare Council of New York City on relief expenditures, public and private, over the five-year period 1933-37 indicate, says Robert P. Lane executive director of the council, ". . . the virtual retirement of the private agencies from the relief scene. In 1933 they spent $14,205,396 on relief, or slightly over 12 percent of the total. Last year their expenditure was $3,147,541 or slightly over one percent. The establishment of a permanent public relief program leaves the private agencies free to devote their energies and funds to their normal work with public health, care of the sick, mental hygiene, child and family welfare and the like."

Mounting—Telegraphic reports in mid-February to the Social Security Board from ninety urban areas showed an increase of 13 percent in January over December in number of cases receiving general relief and of 9 percent in "amount of obligations incurred." Topping all other areas in the rise was Flint, Mich., city and county, with a leap of 285 percent in cases, 212 percent in obligations. New York City had a rise of only 3.1 percent in cases, 1.3 percent in obligations. As in earlier months the heaviest increase was in the midwestern industrial areas.

Chicago—Under hot and heavy discussion in Chicago the past month was the report on administration of relief submitted by Governor Horner's Council on Public Assistance and Employment appointed last fall. [See *Survey Midmonthly*, October 1937, page 320.] Says the council, "The recommendations . . . are the result of observations made in the field by representatives of business and industry."

The study covered 2000 cases selected at random for an "examination" which included home visits and checking records. The general conclusion of the examiners is that "there is considerable indication that efficient and economical treatment of the relief problem is not possible without considerable reorganization of administrative structure."

A large contributing factor to weakness of administration, the council found, is the statutory limit of 8 percent for overhead. This has resulted in underpaid and inefficient office managers; "reduction in the number of case workers to a point where it is physically impossible for them to perform their duties" (300 is the average case load); insufficient clerical staff and equipment. The council urges as its No. 1 recommendation that the 8 percent limit be abolished by the legislature and that "administrative expenditures be based upon such amount as is necessary for efficient and economical administration of relief."

In the general management of district offices the council found social workers with administrative duties and authority for which they were not too well equipped, since "social service training does not include office management or actual relief administration," and recommended that emphasis be "shifted from social service to business management with adequate stress on social service techniques where indicated."

The survey found that about 56 percent of the persons now on relief are employable. The council recommended that these, "requiring little or no social service treatment," be separated for supervision into a new department "which would provide exacting and frequent investigation of the type needed." Thus "case workers would be able to give more effective attention to unemployable and doubtful cases which present only social service problems."

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The council found that 100 or 5 percent of the 2000 cases investigated were "considered fraudulent by the examiners," though in many cases the investigators added the words ". . . but cannot prove." It notes that due to excessive case loads families could not be visited "oftener than once in four months . . . some had not been visited for almost a year," but concludes that "as the prosecution of fraud is purely a business transaction it should not be influenced by social service principles but should be governed entirely by business standards." Recommended is an "active fraud department" in each district office "under business rather than social service supervision."

Further recommendations of the council were: that the residence requirement for relief be raised from one to three years to discourage migration to the city; that "paper work" be reduced; that the centralized plan of administration be made less rigid, especially in the allocation of special funds and advance estimates of need; that an effort be made to get access to Social Security Board records as a check on clients' earnings.

Before the council presented its report to Governor Horner it already had taken steps to test the procedures it advocates by setting up the Canal District office as a demonstration unit. Here additional staff has reduced the case load to about seventy-five and office routines are being revised. At the end of three months the results will be checked against other district offices.

REACTION TO THE COUNCIL'S REPORT seems to have been various. The newspapers treated it thoughtfully or sensationally according to their lights. Business men are shocked by the size of the problem and sobered by the realization that it probably is permanent. They are reluctant to admit that more money must be found to meet the bill, but responsive to suggestions for more efficient use of money now available. Social workers expressed surprise that "fraud" was found in only 100 cases considering their own inability to visit and supervise properly. They were surprised even more that the heads of only 145 of the 2000 families studied were found to be aliens. WPA bars aliens, and thus their resources when in trouble are severely limited.

The social workers seem to be of two schools of thought over the report. One school holds that there is so much good in it that it is poor strategy to fight the bad. For example, they say that if the report results in getting the 8 percent limitation removed, much of the ineffectiveness it points out, including the discovery and treatment of fraud, would be corrected in natural sequence. The other school holds that social workers owe it to the clients and to their own integrity to protest vigorously the proposed handling "by business standards" of cases of real or suspected fraud. They say that the whole business of the means test is confused beginning with the applicant's affidavit—the "pauper's oath"—which is so complex that clients with little education do not understand it. They point out that in the cause of common justice Cook County provides a behavior clinic and the services of the public defender for the ordinary criminal, and ask why the relief "fraud" whose offense is easily understandable, should be "thrown to the wolves" of prosecution "by business standards."

THE PROPOSAL TO DIVIDE THE CASE LOAD into employables and unemployables and to treat the two groups by different methods is, many social workers seem to think, an over-simplification. Experience has taught them that family problems do not divide neatly but overlap in many directions at once. They see in the proposal confusion for clients and staffs alike and a rapid accumulation of borderliners falling between the definitions and their various interpretations.

The social workers welcome proposals for better office procedures while pointing out that changes in program in the past have been so frequent that offices never had a chance to settle down to orderly routines. They add "for the record" that the efficiency of the offices was "tested" by the examiners at a period when 250 case workers had just been removed from the staff, when WPA transfers were especially heavy and when the whole administration was engaged in a high pressure study of employables.

The cold hard facts about the proportions of relief in Cook County were put before a meeting of the Chicago Association of Commerce by Samuel A. Goldsmith, executive director of the Jewish Charities. As summarized in the *News Letter* of the Council of Social Agencies he said:

"The core of this question is not money (borrowed, stolen or taxed). It is people—and whether we shall hold out to them hope or disaster . . . 100,000 families are on relief in Cook County now. That is more people than live in Atlanta or Indianapolis, as many as live in Kansas City. . . . The citizens of any ordinary city spend from six to ten times as much to live as we spend on these families. . . . The fraction of these families that are under care of the United Charities and Jewish Social Service Bureau spend $517 a year per family. . . . The average for families on public relief is $357 a year. . . . The average rent for these families is $80 a year. Ninety percent of them are citizens . . . mothers, fathers, students . . . 'with affections, passions . . .' Forty-six percent are under 21. Forty percent are under 18. . . . There are 150,000 children on relief in Cook County now. . . . There is 57 percent more illness among them than among the rest of us. . . . It is more severe, and of longer duration. . . . If you are going to care for huge cities on relief you are going to have to spend a lot of money. But what about Chicago in 1945? In 1950? . . . What about these hundreds of thousands of children of tomorrow? . . . What price civilization?"

In St. Louis—Funds for relief in St. Louis, for months far short of estimated need, appear to be growing even scarcer. Protesting private organizations say that the situation is "cruel and inhuman," with relief allowances averaging about 21 cents a day for around 25,000 persons on the relief rolls and no rents being paid. The Koch Hospital, city sanitarium, training school and city infirmary, all are filled beyond capacity.

The plight of St. Louis has increased in gravity ever since last fall when the city's bond issue relief fund was exhausted and the board of aldermen passed a resolution that the city could not appropriate more relief funds. This was an attempt to place responsibility for relief on the state which receives revenues from the sales tax. But the state would not have any part of it and the situation since has been batted back and forth between city and state, while the people on relief wait for something to be done. The city and county quota of WPA workers has increased about 7000 since October and now numbers about 21,800.

Pennsylvania—The State Board of Public Assistance, secretary Arthur W. Howe, Jr., is instituting various new procedures designed to affect economies and to insure "equitable treatment to all classes of needy persons aided by the state." It proposes, subject to approval by the Social Security Board, to drop the prevailing schedules of assistance for the aged and dependent children and to substitute as standard the present schedule of maximum general assistance allowances. The board defines a "family unit" and rules that the needs and resources of the unit rather than of one or more individual members will be considered in determining eligibility. Relatives, even other than lineal, are expected to assume "a natural responsibility" toward persons in need, with the county assistance boards determining their financial ability to support.

The board states its belief that the new basis for assistance, by removing "former rigid restrictions on the amount of actual grants of aid to dependent children," will result in "more adequate assistance to virtually all needy widows without other resources who are now on Aid to Dependent Children rolls." It makes no proph-

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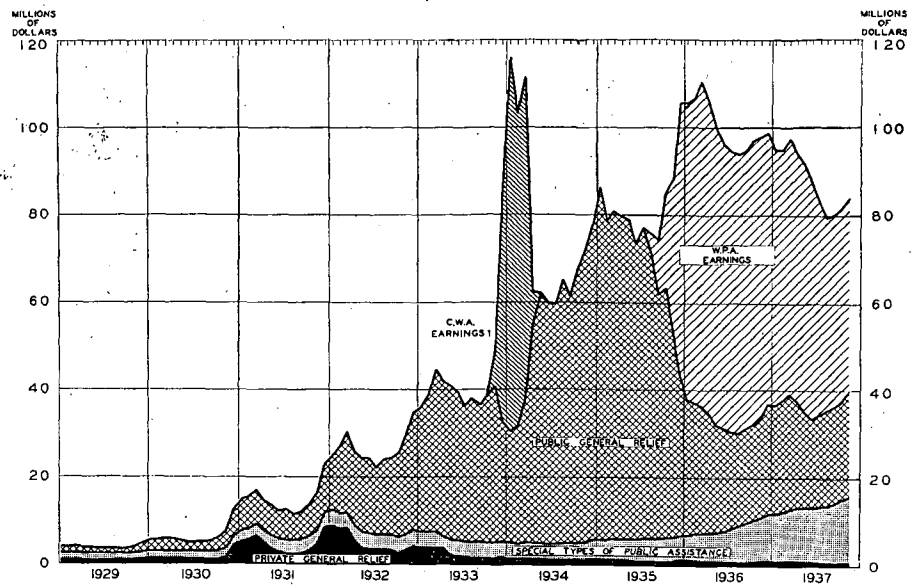

Relief in 116 urban areas in the United States. Earnings under Civil Works Administration are those for all persons employed under the program, including the administrative staff.

ecy about old age assistance. Social workers see in the action a leveling down of category assistance to the far from adequate standards of general relief. Newspaper commentators see a probable saving in expenditures of $400,000 to $500,000 a month. The locals of the State, County and Municipal Workers of America have attacked the ruling as a "betrayal of the liberal groups who for over a quarter of a century have worked for adequate mothers' aid and old age assistance programs."

Various other recent rulings of the board indicate a general tightening of policy necessitated, it is said, by the fact that the state faces a deficit in assistance funds of upwards of $26 million for the biennium. Recipients of old age assistance and blind pensions no longer can leave the state for a limited period and continue to receive their checks. "Effective immediately," says the ruling, "assistance will be discontinued when any recipient leaves the commonwealth." The blind, if they retain their Pennsylvania settlement, may be reinstated on their return. Continuing assistance of any kind may be granted only to needy residents, i.e., those who have settlement or have resided in the state for a year. Indigent non-residents may have temporary aid pending determination of legal settlement when the state will pay for transportation "by the most economical means available."

Ohio—Proposals for a "permanent" relief plan for the state at this writing (February 28) are still at the mercy of legislators politically preoccupied with new charges and countercharges of "scandal" in other state activities. The legislature adjourned February 11 to reconvene February 28 for sine die adjournment, but the fiction of covering the clock will permit several days in which to "clean up" pending measures. Among these are two relief bills designed to meet the objections contained in Governor Davy's veto of the bills passed in January. [See *Survey Midmonthly*, February 1938, page 47.] The new measures strike out provisions in the vetoed bills which would have prohibited relief to aliens without their first papers, established an appeals board to review rulings of the director, required publication by each county of lists of recipients of relief. The bills now pending would raise the state residence requirements from one to three years, and would permit local directors to determine whether relief should be in cash or grocery orders. Defeated were amendments to cut from 65 percent to 55 percent the majority vote required for the approval of special tax levies by counties for statutory relief purposes.

Seven-Cent Meals—"I hope I never see another apple," said Irene M. Lapsley of the Richmond Social Service Bureau after living for a week on the standard food allowance of $1.50 plus surplus commodities. A typical day's menu was: breakfast—cereal, tomato juice and coffee; lunch—three peanut butter and jelly sandwiches and three apples; dinner—boiled rice, boiled cabbage, two fried apples, two slices of bread, baked apples and coffee. About 7200 people in Richmond are living on the $1.50 a week, seven-cents-a-meal standard.

To Read—After complete revision, with figures brought down to the end of 1937, the Public Affairs Committee, 8 West 40 Street, New York, has reissued its earlier pamphlet, This Question of Relief, prepared by Maxwell S. Stewart in cooperation with the staff of the Committee on Social Security of the Social Science Research Council. Price 10 cents. The author reviews the confusions of the cumulative situation, calls for a fundamental policy and declares that that policy should delineate clear lines of responsibility, local, state and national; should recognize the necessity for adequate relief and for the protection of the self-respect of the recipient; should establish a program as economical as is consistent with decent standards, with its administration taken out of politics and entrusted to trained social workers.

Public Assistance

TO former Governor Harold G. Hoffman of New Jersey goes such credit as may be for finding a new descriptive adjective, worthy successor to "worthy," for that state of economic ill-being that requires public assistance. "Undeserved poverty," Mr. Hoffman calls it, and adds that "permanent machinery for dealing with it must be set up."

Aid by Quota—With applications for old age assistance still rolling in and the numbers already far above the estimates on which legislative appropriations were made, the Florida State Welfare Board has fixed definite state and district quotas beyond which cases may not be accepted. After quotas are filled applications will be taken and filed until such time as "vacancies" occur on the active roll. The present state quota is 31,522. At the first of the year the active cases and pending applications numbered 44,863. In arriving at the quota system the board had to decide between limiting the number of cases and maintaining the level of monthly allowances (in October an average of $15.92) or of spreading available funds over all eligibles. Commissioner Clayton B. Codrington is quoted as saying that the quota method was decided upon because "there is grave doubt that the Social Security Board in Washington would permit the lowering of grants that primarily are based on need."

News Highlights—Virginia is busy considering proposals to remedy its unique position as the one "black" state on social security maps, with not one program under the social security act. In the governor's inaugural message, he expressed his belief that a program can be started without the imposition of a special tax for the first year or two. A number of widely varying plans have been brought before the state legislature for consideration.

In Missouri, where the old age assistance rolls have been under heavy fire as over-large in proportion to the population, the governor urged a "purging" of

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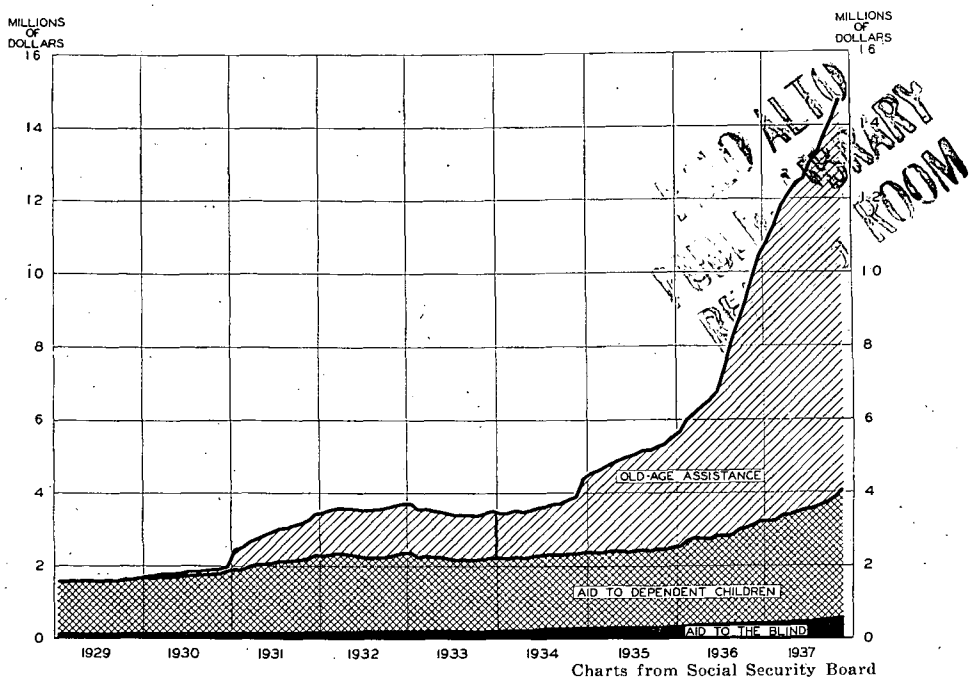
those who are not incapacitated for work or have means of support other than public assistance. Some reduction has been made. Checks were sent to about 2000 fewer cases in February than in January, though the average payment was slightly higher. The political implications of reducing the present liberal assistance rolls are not being overlooked. Press reports say that not a few lawyer-members of the legislature and other attorneys are volunteering their services to those who wish to contest withdrawal of assistance.

A question for special handling in several states has been the granting of old age assistance to Indians. In Nevada, county commissioners who have an Indian reservation within their jurisdiction have protested that aid to Indians is unnecessary as they are wards of the government, living on tax-free land and furnished with many rations and other means of sustenance from federal sources. The county would be out $600 a month if required to give this aid. That expenditure, the commissioners say, would jeopardize the county's financial status. . . . Indians living on a reservation in Swain County, N. C., are entitled to old age assistance and aid to dependent children as citizens of the state and of the union, an assistant attorney general has ruled.

Two judges in the state of Washington recently have ruled that aged persons with resources of less than $360 a year are entitled to old age assistance regardless of the ability of the children to support. The decision in the most recent case reverses the order of the director of the Department of Social Security denying an applicant because the necessities of life were being supplied by a daughter and son-in-law.

States Report—Although, under the social security act, federal funds for aid to dependent children may be used whether the child lives with father, mother, grandparents, uncle, aunt or a series of step-relatives, annual reports to the Social Security Board from states indicate that in general local provisions are not so liberal. Of 163,457 children in thirty states who lived in 65,464 families last year (roughly those accepted for aid between November 1, 1936 and June 30, 1937) about 75 percent live with their mothers. Only 17 percent of these children are living with both parents; only 2.5 percent with their fathers and 6 percent with relatives other than parents, according to analyses reported in the board's second annual report.

A charting of average payments for old age assistance in the United States over a given period, also in the board's last annual report, indicated that there is a tendency to make grants in round numbers in units of $5, rather than adjusted exactly to the difference between estimated need and monthly income of the client. There is an extreme concentration of grants at the points of $10 and $15, with somewhat smaller numbers of persons receiving $12, $20 and $30, and a final peak at $35.



Charts from Social Security Board

Special types of public assistance in 116 urban areas in the United States.

Compensation

REPORTS have reached the Alabama Unemployment Commission that some employers in the state are reducing their forces to less than eight workers, in the belief that this will relieve them of contributions to the unemployment insurance fund. The commission points out that only when the employer has operated one full calendar year with fewer than eight workers can he be excused from contributions. A special form has been provided for the small employer who wishes to secure exemption from the law's provisions because he employs fewer than eight workers.

Rulings—Compensation rights of persons unemployed because of labor disputes in Massachusetts will be determined by the state commission as each case arises. Each set of such claims will be referred to the full commission for determination of their validity. . . . In Tennessee, unemployment compensation will not be paid to workers unemployed because of labor disputes. . . . In Maryland, unemployed workers whose weekly benefit amounts are less than $5 will nevertheless receive $5 a week until their total claim on the fund is exhausted. The Maryland Unemployment Compensation Commission holds that this will expedite the payment of small claims, and also permit the recipients to apply for WPA employment earlier than would be possible if their claims were paid according to the usual formula. . . . The Minnesota Industrial Commission has rescinded the definition of seasonal work which eliminated seasonal workers from benefits because their type of employment did not last forty weeks within a calendar year. Persons employed on seasonal jobs may now receive unemployment benefits under the state law if the commission decides to reverse a previous ruling.

First Figures—Figures covering operations from January 24, the first day on which benefits were payable in the twenty-two jurisdictions which began payment this year, through February 5, show that 160,747 checks totaling $1,561,218.52 were issued during the eleven days. In seven of the twenty-one states and in the District of Columbia the requirements for a three-week waiting period from date of registration for a job and benefits made January 31 the first date for mailing checks. In Louisiana, where the waiting period is four weeks, no figures were available. The figures probably include some second checks to the same individual, covering the second compensable week.

Administration—Modification of Title III of the social security act is urged by Elmer F. Andrews, New York State Industrial Commissioner, to remove the maximum limitation of $49 million now set for federal appropriation for the administration of state unemployment compensation laws. Under the act, contributions collected by the state from employers must be used exclusively for benefit payments. The state unemployment com-

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pensation administrations are wholly dependent on federal funds for administrative expenses. Grants for the third quarter of the present fiscal year totalled $13 million. This leaves $9,500,000 for the administration of jobless benefits for the final quarter. Mr. Andrews holds that unless the terms of Title III are altered, less than 40 percent of the payroll taxes imposed under the act to defray the administrative costs of unemployment insurance will be returned to the states through 1939.

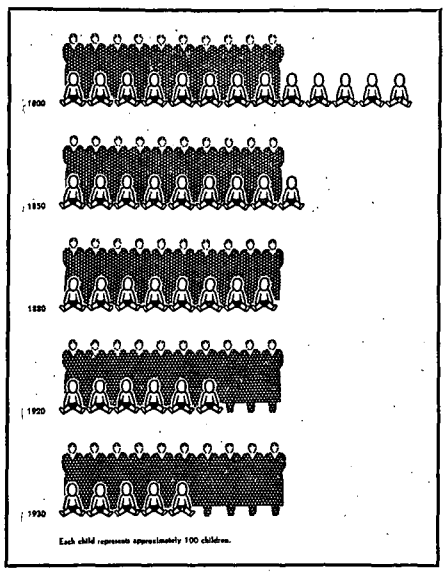
Security Conference—The eleventh national conference on social security, called by the American Association for Social Security, will be held in New York City, April 8 and 9. Problems of administration as well as the fundamental issues raised by the programs already adopted will be the outstanding topics of the meeting. Detailed program from the association, 22 East 17 Street, New York.

Proposed Change—Senator Byrnes has introduced a bill proposing a change in the security act to permit states to begin to pay unemployment compensation at the end of one year after enactment of a state law, instead of two years. . . . Senator Byrnes also has introduced a bill under which the Security Board could require states to establish a merit system for state employes engaged in the administration of programs where the federal government pays part of the cost.

The representatives of small business, meeting last month in Washington, recommended to President Roosevelt "the simplification of detailed forms in connection with the social security tax," and "the reduction of unemployment taxes in stabilized industries where now exists justifiable employment experience."

Partial Unemployment—The special New York legislative committee to study the payment of benefits to the partially employed has presented an interim report asking that its study be continued for one year before any specific program is offered. The committee holds that the loss in wages due to partial unemployment may be as great as the loss due to total unemployment, and that the framing of practicable provisions giving protection against partial unemployment is more complex than devising measures to give compensation for total unemployment. Further, the committee feels it would be unsafe to launch a program of partial-unemployment benefits before the adequacy of the reserve fund has been tested.

Record and Report—Some Basic Readings in Social Security, Publication No. 28 of the Social Security Board, is a well arranged guide to books, magazine articles, pamphlets and government reports on all phases of the security program. . . . One phase of the thorny problem as to when a claimant is or is not entitled to benefits is explored on the basis of British principles and procedure in a detailed study of Trades Disputes Disqualification Clause under the British Unemployment Insurance Acts, by Peter T. Swanish. Studies in Business Administration, University of Chicago Press. Price $1.



The change in the number of children under five years per 1000 white women 20 to 44 years old in this country, is one of the factors affecting the numbers and ages of the public school population. The Effect of Population Changes on American Education is shown, in text and lively picture charts, in a new study published by the Education Policies Commission, appointed by the National Education Association and the American Association of School Administrators, 1201 Sixteenth Street, N.W., Washington, D.C. Price 50 cents.

Child Welfare

A FIFTEEN-YEAR fight for custodial care for feeble-minded Negro children in Virginia has been won. The state's 1938 budget carries an appropriation for special facilities to establish a training school and custodial institution which will accommodate 300 of these children beginning with the calendar year 1939.

The problem of education and custody of this group of the state's underprivileged children has been extremely difficult as there has never been any specific provision made for them and necessarily they have been scattered through a variety of inappropriate institutions. The Virginia State Department of Public Welfare, in its official publication, congratulates those who have brought about the advance and says, "The lack of such care has been one of the greatest obstacles to sound welfare progress in Virginia."

News Notes—It was much safer to be a baby in Chicago in 1937 than in 1927, that is, if the baby and its mother are under the care of the Infant Welfare Society. Last year the society achieved a low water mark in mortality among its 9051 young charges, 6.4 deaths per thousand. In 1927 the rate was 9.8 per thousand.

At the request of the New York State Board of Social Welfare and other agencies, the Children's Aid Society of New York has undertaken the placement of a group of Negro children from the Warwick State School. A new staff member, Alice Hyman, formerly with the city Emergency Relief Bureau, has been appointed for the work of attempting to place some of these children in Negro boarding foster homes in and about New York. The project is looked upon as a demonstration in an increasingly difficult problem of child welfare. Many Negro children are committed to Warwick simply because of lack of facilities for their care in the community.

Because money is lacking to employ a nurse in its new neighborhood day nursery, New York's Hudson Guild is experimenting by having mothers of the children take turns on the job. The mothers selected were given preliminary instruction and demonstrations by a professional nursery-school teacher.

Georgia's Children—With assistance to dependent children now getting under way in Georgia, by means of Social Security Board grants, social workers are taking a hard look at conditions which have long troubled them and which now have a chance for correction. Adoptions, for example. Says Virginia L. Bennett, supervisor of child care and adoptions in the children's division of the Department of Public Welfare, "Child placing in Georgia is frankly in a chaotic state. . . . Almost we can repeat the old song 'Today is the day we give babies away with a half a pound of tea'." As a first step in safeguarding the process of adoption, the progressive child placing agencies of the state, in conference, agreed on standards and goals for their services. They are now requesting supervision from the state department, such supervision being implicit in the granting of a license.

Georgia is learning, too, about its crippled children. A WPA survey sponsored by the State Departments of Health, Education and Public Welfare showed at least 7557 crippled children in the state with reason to believe that the number would have been higher, especially in the proportion of colored children, had the

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count been as accurate in all counties as it was in some. Most disquieting was the fact that while 75 percent of the cases were found in rural areas only 27 percent of them were receiving hospital treatment as against 53 percent in urban counties. Among older crippled children a large proportion were "old" cases which had become crippled early in life and had lacked orthopedic and educational treatment.

Surprise—The Girl Scout Council of the Oranges and Maplewood, N. J. still is rubbing its eyes over the unexpected gift of a highly improved twenty-acre island in Saranac Lake in the Adirondacks with a value estimated variously from several hundred thousand to a million dollars. Looking about for a new site for a summer camp the council had cast sheep's eyes on the island, long the summer home of Henry Graves of Orange. While it was discussing financial plans, Mr. Graves presented the estate to the scouts, lock, stock and barrel—complete with boats, canoes and everything. On the island is a large lodge with twenty-four bedrooms fully equipped with modern conveniences, fourteen small buildings, log-cabin style, picnic grounds, tennis courts, and so on.

Boys' Club Boom—Projects for the expansion of facilities of boys' clubs are assuming the proportions of a modest boom. From thirty-one different cities Boys' Clubs of America, Inc. recently has had requests for expert advice on planning and on operating costs, while fourteen new club houses and additions to fifteen others representing a total cost of $2,343,000, are at the construction stage. In Washington, D. C. the Boys' Club has a new $200,000 building under way and the Jewish Community Center, a large addition especially planned for boys' work. In Chicago a gift from L. L. Valentine is erecting a building to cost $275,000, complete with a large roof playground, to accommodate three thousand boys. In New York the Children's Aid Society is planning a $400,000 Harlem unit and the Madison Square Boys' Club a new $300,000 home for itself.

For Use—The Child Study Association of America has ready for distribution copies of its new film based on activities of children in its summer play schools, demonstrating the possibilities in all-day care programs. The film is loaned, on application, to responsible agencies paying transportation costs and giving assurance of proper handling of the film. Apply to the association, 221 West 57 Street, New York. . . . The first compilation of material from the Child Welfare League of America's questionnaire on salaries of executives, case workers and other professional staff is available. Price 25 cents from the league, 130 East 22 Street, New York. . . . Copies of the Health Program for Children in Foster Care, adopted by the board of the league and sent to all members, may be purchased for 35 cents. Copies of the dental record card (3 cents each) of the eye examination card (2 cents each) and the medical record form (1½ cents each) also are available. The material is offered as a guide to children's organizations in developing medical services. It has been prepared by Dr. Florence A. Browne, staff pediatrician of the league. (All prices direct from Child Welfare League of America.)

Schools and Education

THE Board of Regents of the University of Minnesota has exonerated Prof. William S. Schaper, dismissed from the teaching staff in 1917 because he opposed entrance of this country into the World War. The action of twenty years ago has been expunged from the records of the board. Professor Schaper had been a full professor at Minnesota for thirteen years and was head of the department of political science at the time he was discharged, without hearing, after a Minnesota Safety Commission meeting decided that he was "disloyal." The Board of Regents has offered him the title of professor *emeritus* in the college of political science, and $5000 "in reparation of his loss of salary for the academic year 1917-18." Prof. Schaper is now a member of the University of Oklahoma faculty.

New York Forums—More than 200,000 persons attended open forums in 525 centers in New York State in 1937, according to a report issued by the division of adult education and library extension of the state education department. The report covers only the forums included in the cooperative program of the public schools and the WPA. Most of the forum interest is in cities and large towns, though discussions have been held in thirty granges and other rural groups. There is greatest interest throughout the state in international problems, with domestic economic problems second. In the New York program, chief reliance has been placed on local people as speakers and leaders. About 2000 volunteer speakers have addressed the forums. About one hundred persons are employed as "counselors" to assist in the organization of forum groups, and to maintain such services as a listing of some 4000 speakers, outlines of discussion series, bibliographies of pamphlets and books on current subjects, and so on. The report shows unit costs so low that the leaders have every reason to hope that school boards will be able to take over the expense when WPA aid is discontinued. A cost as low as 7 cents per forum member per hour was achieved in Buffalo, "due to the efficiency of the volunteer system employed and the successful use of existing groups."

College Salaries—Salaries of 25,000 full-time faculty members in 250 institutions of higher learning throughout the United States are analyzed in a new Office of Education study. The report shows a wider salary range in private than in public institutions. Thus the salaries of professors vary from a low median of $2606 to a high median of $4676 in different types of publicly controlled colleges and universities. The range in privately controlled institutions is from $1662 to $5733. In Negro colleges, typical staff salaries vary from $1173 to $2094 for all faculty ranks. The bulletin notes that college salaries have not yet been completely restored to pre-depression levels, although salaries have increased in most colleges and universities during the past year.

Ten Years Out—How a hundred picked college graduates look back on their higher education "ten years after" is summarized in the annual report of the Carnegie Foundation for the Advancement of Teaching by William S. Learned, staff member. The evaluation is based on reports from the top 4 percent of some four thousand seniors in Pennsylvania colleges who were given a general examination in 1928. Over 1500 recently have presented detailed judgments on their college education. All but four of the one hundred highest-score men say they would attend college, given the choice again, but thirty-three would not attend the same college; eight were in doubt. Among the factors which these alumni cited as having "diminished the potential value" of their college experience were: "lack of general intellectual guidance"; "confusion of too many disconnected subjects"; "undue stress on extra-curricular activities." The results of these tests, the summary makes clear, point to the need for better organization of the college program, for more definite guidance and advice, and for correction of "the fundamental weakness" of the course unit, which has been "diverted from its proper function of aid in a continuous, long range process of learning and erected into an arbitrary measure of assumed education."

CCC Study—In October 1936, the American Youth Commission undertook a study of the social and educational aspects of the CCC. Findings will be based on the results of a five-hour "battery" of tests to be given to enrollees in 250 camps in all parts of the country. About 11,000 enrollees have been given these tests; the information is being punched on Hollerith cards, and the analysis will

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be completed this spring. In addition, case studies are being made of 400 enrollees who also have had the tests. These case studies will include interviews with the youths themselves, with the family and the closest friend of each.

Youth Administration

A SUMMARY of the work of the National Youth Administration, covering all activities since its establishment by executive order in June 1935, was presented by Charles W. Taussig, chairman of the National Advisory Committee, at a meeting of the committee in Washington, the first week in February.

Funds—Allocations under the ERA acts for the NYA program have totaled $132,486,403 as of December 31, 1937. These funds have been divided between the student aid and work project divisions.

Student Aid—Part time employment of needy students between the ages of sixteen and twenty-five includes assistance to highschool, college and graduate students. Participants in the program are selected by school and college authorities on the basis of need and the ability "to perform good scholastic work." The peak of this program was in April 1936, when 443,986 young people were receiving benefits. On November 30, the number was 283,269, of whom 188,332 were highschool, 92,648 college, and 2289 graduate students. Average earnings for November were $4.41 for highschool students, $11.92 for the college group, $17.76 for graduate students. In thousands of instances, these modest sums, often only enough for carfare and lunches, made the difference between "staying on" and "dropping out."

Projects on which NYA students are employed are of five general types: research surveys and statistics; off-campus community service; departmental service, laboratory assistance; recreation and education; ground and building maintenance.

Out of School—The NYA work project program provides assistance to out-of-school young people who are members of families certified as in need of relief. For the fiscal year ending June 30, 1937, employment fluctuated between 160,000 and 189,800. Average earnings have varied from 37 cents to 40 cents an hour. Monthly earnings are now about $15.75 for youth certified as in need (about 95 percent of the total) and $63 for the small non-relief group. Over 10 percent of these young people are engaged on public building projects; 13 percent in the development of community recreational facilities; over 10 percent are serving as recreation leaders; nearly 29 percent are employed on clerical, professional and technical projects, such as library service, museum exhibits, visual aid, demonstration activities, and so on. More than 17 percent of the girls are on sewing and handicraft projects.

Resident Training—There are seventy projects, bringing together about 6000 young men and women, designed to give resident training to the sons and daughters of farm-tenant and other low income families. While learning agriculture and homemaking, and studying English, hygiene and other basic subjects, these young people are able to earn sufficient funds to meet the cost of their subsistence and have about $5 cash a month. No young people with more than elementary schooling are eligible.

At 'Quoddy Village, Me., a second group of 150 young men are taking part in a five-month work experience and vocational guidance project. Each 'Quoddy worker spends half the day from Monday through Friday working in one of the shops or on the grounds, the other half in the classroom studying related subjects. Each worker changes his job three times during his term of enrollment.

Guidance and Placement—In seventy-seven cities of thirty-two states, NYA has cooperated with the state employment services in establishing special offices for the guidance and placement of young people. As of January 1, 214,937 young people have registered in these offices, and 93,768 have been placed in private industry.

NYA has prepared sixty-four industrial or occupational studies which aim to give a picture of the industry, its growth or decline, its national distribution, the kinds of skills it requires, the conditions of work.

Jobs and Workers

WHEN the National Labor Relations Board entered on the last fiscal year, its annual report shows only 330 cases were pending. Yet during the year ending June 30, 1937, it handled 4398 cases, involving 1,494,835 workers; and in the next five months, ending December 1, 1937, it handled 5432 cases—an indication of the speed at which its work has increased. Of the 1937 cases, 2344 were closed, all but 109 of these without formal action. In addition to 1429 settlements, 539 cases were closed by withdrawal of the charge or petition, 254 by dismissal of the petition or refusal to issue complaint, 13 by transfer to other agencies. In 446 of the cases in which settlements were secured, strikes were actually in progress; in 254 cases strikes had been threatened and were averted. The report includes a 98-page discussion of principles established by the board, with citations of cases; a list of all cases heard and decisions rendered, and various other references.

Minimum Wage—A study of wages, hours and working conditions of women and minors in New York's cigar industry is being undertaken by the Division of Women in Industry and Minimum Wage of the State Labor Department, the findings to be submitted to a minimum wage board for the industry. A wage order in the industry would cover 1590 women in 181 factories throughout the state. Preliminary investigation has revealed some weekly wages as low as $5.35; no pay for cleaning the machines, which must be done twice daily; no basic rate of pay for time lost through breakdown of machines.

The attorney general of Oklahoma has handed down an opinion that the state's minimum wage law is constitutional as applied to men as well as to women and to minors.

Silicosis—The U. S. Department of Labor is preparing a motion picture on silicosis—including causes of the disease, its effects on the worker, methods of prevention. . . . Approximately 2.7 percent of the 12,000 foundry workers in New York State have silicosis and of this number about 0.7 percent show signs of tubercular complication, according to a report on a study of this industry made by the division of industrial hygiene of the State Labor Department. Eighty of the 311 foundries in the state, employing one third of the total number of New York foundry workers, were selected for special study. Over 4000 workers were X-rayed, and a complete occupational history taken. An engineering investigation of all the 311 foundries showed that, in regard to the silicosis hazard, fewer than 10 percent were in good condition, 27 percent in fair condition, 45 percent in poor condition, 17 percent in bad condition. Recommendations for dust control are included in the report. . . . As part of its campaign for the prevention and eradication of silicosis and other industrial dust diseases, the New York Department of Labor is sending out a "cruising X-ray laboratory," a specially built body on a school bus chassis containing full X-ray equipment. The traveling laboratory will be sent to industrial centers where dust hazards are known or suspected. By tying in to plant electric power the truck will provide completely equipped quarters for medical and X-ray examination of plant employes.

After Forty—In Chicago, a Committee on the Employment of Older Persons has been appointed under the Council of Social Agencies, to study the problem, to draw up recommendations, and to stimulate public interest in carrying them out.

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The New York Joint Legislative Committee on Discrimination in Employment of the Middle Aged has been holding hearings at various points throughout the state. Its report is now being drawn up. . . . Under legislative resolution adopted in 1935, the Massachusetts Department of Labor and Industry has been making a similar inquiry through hearings, conferences, and questionnaires to labor officials and employers.

Study and Report—Child Labor Facts, 1938, a revision of an earlier pamphlet, is published by the National Child Labor Committee, 419 Fourth Avenue, New York. Price 25 cents. . . . Steel—Problems of a Great Industry is based on the two-volume report of a study made by the Bureau of Business Research, University of Pittsburgh. Public Affairs Committee, 8 West 40 Street, New York. Price 10 cents. . . . The reissue of Introduction to Trade Unionism, a pamphlet originally published in 1935, includes a supplement on recent changes in the American labor scene. The Affiliated Schools for Workers, 302 East 35 Street, New York. Price 35 cents. . . . Why the C.I.O., by Alfred Baker Lewis is an informed though frankly partisan discussion of industrial unionism in this country. League for Industrial Democracy, 112 East 19 Street, New York. Price 10 cents.

Against Crime

IN striking contrast to the hubbub and debate surrounding the determination of sanity or insanity by lunacy commissions, a system now under fire in New York, is the behavior clinic of Cook County, Ill., described in a recent annual report of the board of commissioners. A "diagnostic and psychiatric service" for the judges of the criminal court, the clinic has no concern with legal questions, but is used to decide the sanity, insanity or feeble-mindedness of the offender or to decide whether he is a good risk for probation. Prior to the hearing of each case which has been referred to the clinic, the presiding judge, the state's attorney and attorney for the defense receive from the clinic copies of the social history and results of psychological, psychiatric and physical examinations. If the offender is committed or sentenced, these reports are sent to the institution responsible for his care. If he is granted probation, the reports are sent to the adult probation department. They are available also to social agencies. When necessary (last year, in 25 percent of cases) the clinic psychiatrist is called to court to testify regarding the patient's mental condition. Thus the court saves the expense of hiring psychiatrists for testimony, but more important, court battles on the subject are eliminated. Almost without exception, the findings of the clinic have been accepted by the court, defense and prosecution, as unbiased and reliable. Similar procedure is followed in Massachusetts. [See *Survey Midmonthly*, September 1937, page 289.]

Much newsprint was spent in New York recently on attack and defense of its lunacy boards. There were public hearings, charges and countercharges of politics, inefficiency and extravagance. Former Commissioner of Accounts Paul Blanshard, some months earlier, had recommended the boards' abolition charging they had been used for political patronage and had cost the city one million dollars since 1930. He urged the use of the qualified psychiatric service available at Bellevue and other city hospitals. The New York Prison Association, in its annual report, condemned the lunacy commissions as not qualified for their undertaking and made essentially the same recommendations as did Mr. Blanshard.

For Gun Molls—A new classification in women's prisons is the proposed "Alcatraz" for hardened women convicts. While detailed plans have not been revealed, "informed sources" have given out a report that one of three new federal penal institutions provided for in the President's last budget message will be a strong prison to house incorrigible gang "molls." The location probably will be either eastern Kentucky or Oklahoma.

The Department of Justice has special facilities for women prisoners at Alderson, W. Va. and Milan, Mich. However, according to a recent report of James V. Bennett, director of the federal Bureau of Prisons, the facilities of the Industrial Institution for Women at Alderson "are not designed for confinement of the more serious female offenders who have been convicted for participation in organized crimes of violence." Alderson already houses more than its capacity of five hundred.

In Print—The annual report of the director, U.S. Bureau of Prisons, for the fiscal year 1936-7, is an attractive and well-organized presentation of important material, such as too often is lost in the dull appearance of official reports. Sanford Bates, now with the Boys' Clubs of America Inc., who directed the bureau during the first half of the period covered, was succeeded January 1, 1937 by James V. Bennett. Two significant accomplishments cited in the report are the placing of all personnel on a career basis, and the inauguration of a new program of in-service training and promotion founded on merit and accomplishment. . . . A committee appointed by Mayor La Guardia of New York to select suitable books for children who come before the juvenile courts has issued a pamphlet presenting its recommendations. Dr. Frank J. O'Brien is chairman of the committee for the bibliography, which is published by the New York Municipal Reference Library, 2230 Municipal Building. Price 25 cents. . . . Coping with Crime is the 1937 christening of the National Probation Association's Yearbook. The 463-page volume, edited by Marjorie Bell, assistant director of the association, is a compilation of the papers given at the last annual probation conference, with a few selected additions. Subject fields include: community cooperation for social welfare, trends in probation and parole administration, case work with adult and juvenile delinquents, juvenile court jurisdiction and function, the psychiatric approach, camps for youth, and a legal digest. Price, paper $1.25, cloth $1.75, from the association, 50 West 50 Street, New York. . . . In a new 42-page pamphlet, Decisions Interpreting the Federal Probation Act, Richard A. Chappell, acting supervisor of the probation system of the U.S. courts, cites and summarizes the accumulated court action which affects the operation of the law. The compilation will be valuable to probation workers, judges and attorneys. From the author, Bureau of Prisons, U.S. Department of Justice, Washington. . . . In response to many inquiries the Buffalo, N. Y. Council of Social Agencies has published, (mimeograph) a summary of the discussion at the two-day conference on crime prevention which it sponsored last year with the active cooperation of more than a hundred local organizations of varied types and complexions. Price 50 cents from the council, 70 West Chippewa Street.

Money At Work

RECENT gifts of $8 million from Edward Harkness, president, have brought the total endowment of the Commonwealth Fund to just over $50 million. Grants from current income during 1937 amounted to $1,800,000. While Commonwealth money is dedicated to general philanthropic purposes without permanent restrictions, the income in recent years has been spent chiefly for "the betterment of health, particularly through the provision of rural community hospitals, encouragement of rural public health service, improvement of medical teaching, medical research and professional education generally." Altogether, 74 percent of the total 1937 appropriations went for purposes related to physical or mental health.

Already ten community hospitals serving rural districts have been built or are in process. In the vicinities of the first six to be built, some fifty young doctors have settled, a development which the fund hoped for and is encouraging. The fund has provided more than four hundred fellowships for older men now in

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practice who wish to brush up on current medical information by means of courses of from one to four months at medical colleges.

More Foundations—A New National Foundation for Infantile Paralysis was incorporated in New York in January. It is the legal creation of the organization sponsored by President Roosevelt to attack infantile paralysis in all its phases. . . . The Virginia Randolph Fund, first announcement of which was made at a recent meeting of the Southern Education Foundation, is said to be the first permanent endowment fund of a general nature to carry the name of a Negro. It will have resources of approximately $3 million, through consolidated management of the Slater, Peabody and Jeanes funds for Negro education, and will receive funds raised by some 470 teachers now working under the Jeanes fund. Already southern Negroes have contributed more than $9000. Miss Randolph, for whom the fund is named, the first Jeanes teacher to supervise Negro rural educational work, still is working actively.

The new Charles Hayden Foundation with resources of some $50 million made its first grants in the form of Christmas gifts, totaling about $175,000 to New York and Boston social agencies to which the late founder had been a regular contributor. . . . The Alfred P. Sloan Foundation for economic research, incorporated July 1937, recently defined its purposes as "the advancement in any proper way of the interests of the community at large . . . to concentrate on a single objective, i.e., the promotion of a wider knowledge of basic economic truths . . . as well as a better understanding of economic problems. . . ." It will give preference to encouraging "through financial grants and otherwise" useful agencies already existing, and will limit its fields to education and research. . . . A non-profit organization known as Consumers Foundation, Inc. recently was announced by William Trufant Foster, chairman with the purpose of "promoting the consumer interest, with special attention to low income families." It will function through endowments and grants for consumer education and research.

Gifts and Givers—Carnegie Corporation of New York has announced a gift of $200,000 for endowment of the School of Public and International Affairs of Princeton University. The school was founded in 1930.

The recently issued Duke Endowment Yearbook records twelve years of contributions, which it is estimated, have reached directly some 2,795,000 persons, over 50 percent of the population of North and South Carolina where the endowment's program centers. During this period the endowment gave $7,743,843.95 to 149 hospitals for free-bed-days in addition to aid to students, to children's institutions and to rural churches and superannuated preachers.

In a six-year review of its activities, the Josiah Macy, Jr. Foundation, which is concerned with the broad task of health care, reports that since its incorporation in December 1936 it has made 324 grants totaling $806,681 to thirty-four universities and twenty-seven other research agencies for definite projects. Its specified fields of concentration include: psychosomatic problems; growth, development, maturation and ageing; social research concerning health and sickness; medical education. Among well known projects which the foundation has supported are: the Committee on the Costs of Medical Care; a study of chronic illness in New York, by Mary C. Jarrett of the New York City Welfare Council; the Hospital Survey of New York, by the United Hospital Fund; attempts to help clarify the field of social work education through work of the American Association of Schools of Professional Social Work.

Compilations of the John Price Jones Corporation for its annual "index of philanthropy" show a substantial increase for 1937 in what the corporation calls the "standard of giving." According to preliminary figures a total of gifts and bequests made in New York, Chicago, Washington, Philadelphia, Boston and Baltimore in 1937 reached more than $148 million, compared with a 1936 total of $105,910,706.

The Public's Health

FEDERAL backing for a long-time, nation-wide extension of the campaign for control of syphilis and gonorrhea now is in prospect. A bill, approved by the Senate Commerce Committee, would appropriate $9 million for use in the next two fiscal years to aid "states, counties, health units and other public subdivisions of the states in establishing and maintaining adequate measures for control of venereal diseases." The committee has asked the Senate to enact legislation permitting such a drive under the U.S. Public Health Service. Press reports say that the proposed program is based on enlisting the cooperation of private physicians, possibly under direct financial grants to states, counties and cities.

Autonomy—The New York Diabetes Association really began in 1934 as a demonstration project under the aegis of the New York Tuberculosis and Health Association, with funds given specially for that purpose. Now it steps out on its own, with offices at 22 East 40 Street and its independent title, the New York Diabetes Association. Results during the experimental period far exceeded expectations and the new arrangement is made in recognition of the nation-wide growth of interest in the subject and of the desirability of separate status to sharpen the focus of public interest. The association is embarking on an expanded program for 1938.

Handicapped Children — To a greater or less degree every community has a problem in the inadequacy of its facilities for the treatment and care of mentally disordered children, especially those suffering from the sequellae of different types of encephalitis popularly known as sleeping sickness. Usually the problem is not large numerically and is therefore pushed aside. Only three states, New York, Pennsylvania and New Jersey, make special provisions for segregated treatment in connection with their state hospitals. Because the cases that do arise are particularly serious and difficult the Massachusetts Child Council, Inc., Herbert C. Parsons director, undertook a study of their incidence in the state and of the manner of handling them. The study, made by Beatrice S. Stone of the council's staff, brought together information from all the public and private agencies and institutions of mental hygiene and child care. Cases, originating in the past six years, were found scattered through a variety of state institutions for the mentally ill and defective. Their treatment in the general institutional population left much to be desired while their care constituted a real institutional problem.

The study concludes that the primary requisite at this time is for the construction of a separate unit within the state hospital system for the treatment and care of all children who require institutionalization because of mental disorder. The special facilities and methods of care and instruction for post-encephalitic children might be developed from within such an institution. Details of the study may be secured from Miss Stone at the council, 41 Mt. Vernon Street, Boston.

Maryland has a new service for crippled children in the Children's Rehabilitation Institute at Reiserstown. Primarily for the treatment of children suffering from all forms of crippling from birth, the new institute will not admit feeble-minded children. It is intended rather for those who may develop physically and mentally through treatment. The care given is not custodial in type and the length of a child's stay is dependent upon his continued progress. If his progress ceases or for any reason is interrupted, it is no longer the function of the school to care for him.

The need for this particular combination of school and hospital grows out of the fact that children of this type do not fit into any existing type of institution in the state but often are capable of making

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remarkable development with appropriate care. In the case of older children an attempt is made toward vocational direction. The institute has been chartered as a non-profit making institution under state law and receives some state and federal aid.

Volunteer Service

IN its issue of December 1937, the *Junior League Magazine* reported the answers of seventy-six Junior Leagues to a series of questions prepared by the national staff, on work relief and the WPA. Questions asked were: Has all federal aid been withdrawn, and if so where has the relief burden fallen? Was your local unemployment eased noticeably this [last] fall? Are more demands being made on private charitable organizations than in previous years? Are there many unfinished WPA projects, the completion of which will involve special (local, state, county) legislation? Has the community chest quota been increased noticeably this year?

Replies to the questions exhibited a natural diversity of tone and fact, but in composite reflect the expected: continued need for federal funds in some form; increased demands on private charities; great diversity in local unemployment situations as of last fall. It is the hope of the editors that this study will encourage local leagues to evaluate for themselves current trends in human welfare.

Progress—In recent months central volunteer placement bureaus have been established by Junior Leagues of Brooklyn, N. Y., and of Montreal, Canada. The Brooklyn League has as its placement secretary, Mary Frances Shelburne Parker, formerly on the staff of the New York Charity Organization Society, and last year head of a volunteer service program of the Junior League of Winston-Salem, N. C. On its board of governors are representatives of community, social and welfare agencies. Mary Jennison, from the Federation for Community Service, Toronto, is executive of the new Montreal bureau.

Junior League members in Williamsport, Pa. have undertaken a study of housing conditions under professional supervision. . . . In consultation with the National Association of Junior Leagues and the National Organization for Public Health Nursing, the Junior League of Birmingham, Ala. is concentrating on the establishment of a Visiting Nurse Association. The new agency starts with a small staff, a part time supervisor and two nurses, who will cooperate closely with the public health department.

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ACCEPTED AMERICAN MEDICAL ASSN. Council on Pharmacy and Chemistry

After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

MERCUROCHROME, H. W. & D.

Literature on Request

HYNSON WESTCOTT & DUNNING, INC.

Baltimore, Md.

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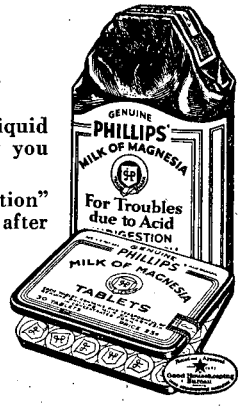
Keep a bottle of genuine Phillips' Milk of Magnesia handy at home and carry a box of Phillips' tablets with you. They cost only 25c per box.



PHILLIPS' MILK OF MAGNESIA

Allied with the American Foundation for the Blind and its field agents, the collegiate sorority, Delta Gamma, will make work for the blind its national project with local chapters giving volunteer service and support to state and local agencies for the blind.

Following the example of Junior Leagues in various other cities, the Junior League of Brooklyn, N. Y., has organized a central bureau to instruct volunteers in social work and to place them in appropriate agencies. The secretary who is in charge of the bureau, reports that in the first month seventy-five persons registered, most of them young married women with free afternoons. Included, however, were ten men and several students. All volunteers accepted for placement will be required to take a lecture course on social work and social resources to be given later in the spring.

Professional

THE U. S. Civil Service Commission reports that in the fiscal year ending June 30, 1937 it examined more than 843,000 applicants, the largest number in any year in its history and an increase of 63,000 over the previous year. Entrance appointments totaled 44,484 against 42,121 the year before. Examinations for administrative positions, regional and district, in the social security services attracted some ten thousand candidates. Examinations for various grades of social science analyst were taken by twenty thousand persons who had specialized in economics, agricultural economics, sociology, social research, and political science. An examination for personnel officer brought 2584 applications.

Coming Events—A conference on world economic cooperation will be held in Washington, D. C. March 23-26, for delegates from National Peace Conference organizations and cooperating groups and individuals in many fields. Information from the Campaign for World Economic Cooperation, 8 West 40 Street, New York.

The American Association for Adult Education will meet in Asbury Park, N. J. May 16-18. . . . The American Home Economics Association will meet in Pittsburgh, Pa. June 28-July 1.

A series of twelve lectures on modern problems of real estate will begin March 22 at the New School for Social Research, 66 West 12 Street, New York. Charles Abrams, counsel to the Amer-

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ican Federation of Housing Authorities will give the course.

Plans are well under way for the 1938 session of the Summer Institute for Social Progress to be held at Wellesley, Mass., July 9-23. The program this year centers around the question, "The American citizen—what role can he play in the world situation?", with emphasis on efforts for peace. John Stewart Burgess of Temple University will be chairman of a faculty including many prominent educators and public figures. Henry E. Warren is head of the institute. Information from Dorothy P. Hill, 22 Oakland Place, Buffalo, N. Y.

National Conference—Traditionally and constitutionally the National Conference of Social Work meets only where and when it is invited. But about two years ago the executive committee concluded that changing social work and the increased size of the conference outmoded this method. A special committee was appointed to study alternative plans and present a constitutional amendment intended to modernize the method for determining time and place. Under the chairmanship of Paul T. Beisser of Baltimore, this committee after eighteen months of work evolved a plan which, approved unanimously by the executive committee, will go before the conference membership for action at the Seattle meeting next June.

Principal features of the plan include:

1. Rotation of the annual meetings among five major sections of the country according to a predetermined schedule, with regular visits to the east coast, east central section, west central, south and west.

2. A recognized time and place committee, responsible to the executive committee, and working with the general secretary of the conference to stimulate invitations from acceptable cities.

3. Adequate clean housing and feeding facilities for all delegates; adequate meeting places open to all delegates without discrimination; assurance that social and civic agencies of a city wish to have the conference; certain financial guarantees, with commercial interests rather than social agencies carrying the major financial load.

The committee reported widespread favor for frequent visits to Atlantic City, a possibility which is permitted by this plan. The committee also recommended: "That the conference, through the process of selection of and negotiation with each conference city, continue its traditional practice to achieve progress in securing non-discriminating treatment of all of its delegates."

Members of the committee, besides Mr. Beisser, included Mary L. Gibbons, George W. Rabinoff, David Holbrook and Eugene Kinckle Jones of New York City; Albert H. Jewell, Kansas City, Mo.; Rhoda Kaufman, Atlanta; and Harold J. Matthews, Houston.

New Jersey Council—In keeping with its evolution of recent years from a discussion forum into a body which takes positive action, the New Jersey Conference of Social Work has changed its name officially to the New Jersey Welfare Council.

The erstwhile "conference" increasingly is concerning itself with legislation and public opinion relating to welfare problems of New Jersey, especally to the relief system. To that end, a special conference committee has given months of study to a "plan for an efficient and coordinated system for the administration of relief," and it is hoped that a bill embodying these recommendations will come before the present session of the state legislature.

The council now hopes to widen public attention beyond the recurrent factional fights over sources of funds to the need for basic reorganization to do away with the inefficiences and illogic which it sees in the present system. As a practical means of accomplishing this, the conference enlisted the cooperation of the League of Municipalities and State Association of Chosen Freeholders in calling upon local units of government to organize town meetings for discussion of relief and public welfare.

Higher Training—Four educational institutions, Harvard University, the National Institute of Public Affairs, Radcliffe College, and the University of Minnesota will have fellows and scholars in the field of public administration during the next academic year.

In the new Graduate School of Public Administration at Harvard, fifteen graduate students of public administration and persons now in government service will be awarded stipends of $1500. Applications closed last month.

The 1938-39 internship training program of the National Institute of Public Affairs has been enlarged from thirty to fifty appointments. Senior students and graduates of accredited colleges and universities who have high scholastic standing and exceptional aptitude will be placed in departments of the federal government as full time, non-salaried assistants. At weekly seminars general problems are discussed and outstanding authorities address the group. Here, too, applications closed in February.

Radcliffe College offers a training course in personnel administration designed to prepare students for positions in college placement offices, industrial personnel departments, and government departments. The eleven months' program begins July 5. Two fellowships of $500 each are available to applicants who have had at least two years of practical experience subsequent to A.B. degrees.

The University of Minnesota invites applicants who can obtain a leave of absence from present government positions for its In-Service Fellowships in Public Administration. Stipends vary in amount from $1000 to $1500. Candidates must have been graduated from college, had three years' experience in public service, and be under thirty-five. The closing date for applications is April 1.

Under the Institute of Local and State Government established last year in the University of Pennsylvania with funds from an anonymous donor, fifteen apprentices have been chosen from candidates who are third and fourth year students of the university to study government through first hand service in agencies of the community and state. Apprentices will be required to give a minimum of fifty hours a month to a practical research agency and will receive a monthly stipend of $25. Later, wherever possible, they will gain experience in actual problems of administration through service in a government office. Besides their service "on the job" they will attend seminars and lectures, all under direction of the institute staff.

New York University has announced for its spring term an extensive curriculum in government administration, public welfare and public management, a branch of the university's work inaugurated this year through its division of general education. Some of these courses are given in cooperation with administrative departments of state and city government. According to the catalogue, "all of these courses will be given due credit by civil service commissions in their examinations."

In Service—Shortage of trained workers in the public welfare field has led the Minnesota State Board of Control through its Public Assistance Unit to inaugurate an in-service training program. This education on the job will be brought by an itinerant teacher to all county staffs requesting it. Content of the training will be adjusted to suit the individual county's needs and preferences. The training will cover work in old age assistance, aid to dependent children, aid to the blind, child welfare, direct relief, and various service functions performed by county welfare offices. Because many of the staffs are small, certain groups of counties will join in meetings. The response is enthusiastic.

Contest—The National Civil Service Reform League has announced a reward of $50 for the best slogan for the merit system—"a slogan as terse and telling as the spoilsmen's slogan, 'to the victor belongs the spoils.'" The prize is offered by Charles G. Morris of New Haven,

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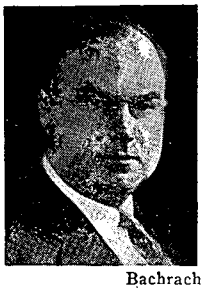
Conn., a member of the league's executive committee and vice-president of the Connecticut Merit System Association. The slogan must be "positive rather than in negative terms, 'snappy,' and must convey a complete idea." It is open to all citizens of the United States. Contest suggestions must be in the office of the league, 521 Fifth Avenue, New York, on or before April 25; the award to be made May 15.

People and Things

KARL DE SCHWEINITZ, who in January resigned as secretary of the Pennsylvania Department of Public Assistance in protest against the infiltration of politics into relief [see *Survey Midmonthly,* February 1938, page 51], has been called back to his earlier post of director of the Pennsylvania School of Social Work affiliated with the University of Pennsylvania. Mr. de Schweinitz was "lent" by the school more than two years ago to serve as executive of the State Emergency Relief Board, but continued as titular director until his appointment last summer to the newly created Department of Public Assistance. Even then he retained a place on the faculty as the William T. Carter Professor of Child Helping. During the entire period of his absence Virginia P. Robinson has been the acting director of the school.


Bachrach

New Jobs—Newcomer to the staff of the Welfare Council of New York City is Hiram Motherwell, recently appointed director of the department of public information and education, a post held by Louis Resnick before he went to the Social Security Board. Mr. Motherwell has had extensive newspaper experience and has been a frequent contributor to magazines including *Survey Graphic.* He was the first editor of the *Theatre Guild Magazine* and for the past two years has been associated in an administrative capacity with the WPA Federal Theater.

Helen Glenn Tyson is settling into a new position as secretary of the family and child welfare division of the Public Charities Association of Pennsylvania, a post left vacant when Arthur Dunham resigned in 1935 and went to professorial duties at the University of Michigan's, Institute of Public and Social Administration, in Detroit. Mrs. Tyson has held a series of responsible positions in state welfare work in Pennsylvania during the past decade and for years has been actively interested in the PCA.

Sara D. Porter is the new director of Reid Hall, the Paris center for American university women. She succeeds Dorothy F. Leet, now secretary of the Foreign Policy Association in New York.

Susan Faherty has been appointed executive secretary of the Catholic Social Service of Arizona, at Phoenix, succeeding Eileen Ward, who recently joined the faculty of the St. Louis University School of Social Work. . . . Hazel Halloran has been named director of the new social service department of St. Vincent's Hospital, New York. . . . Elizabeth Lloyd, formerly with the Catholic Charities of Seattle, Wash., now is on the staff of Loyola University School of Social Work, Chicago.

Brigadier James Asher, twenty years a Salvation Army officer and for the last eight in the District of Columbia, recently was made commander of the Alabama-Mississippi and western Georgia division of the army.

The Children's Welfare Federation of New York now has as director Helen Foley Leighty; associate director, Elizabeth Morgan Lappin; assistant director, Esther Skelley. . . . Mary Arnold, former director, now is with the New York City Department of Health.

For Spain—Emily S. Parker, of Richmond, Ind., has sailed for Spain under the auspices of the American Friends Service Committee to aid in child colonies as a recreation instructress. She will join the staff of Esther L. Farquhar in southeastern Spain.

The Ethel Taylor Memorial Home in El Perello, a refuge for besieged children from Madrid, will be dedicated March 18. Responsibility for its support has been undertaken by the New York Chapter of the Social Worker's Committee to Aid Spanish Democracy.

Nurses—Arabella R. Creech, first general secretary of the New Jersey State Nurses Association, has retired. During a busy professional career she has been active in many fields and activities connected with nursing, as well as in the League of Women Voters, Consumers' League and the Committee on the Cause and Cure of War. . . . A newcomer to the faculty of the College of Nursing at Marquette University, Milwaukee, Wis., is Caroline di Donato, since 1936 employed by the New York City board of education as a visiting teacher.

Elected—The Massachusetts Conference of Social Work, at its annual meeting, chose as officers for 1938: president, Cheney C. Jones; vice-presidents, Mrs. James G. Gilkey, William A. Bryan, Ethel W. Dougherty. . . . In recognition of his work as an educator, Dr. Frank J. O'Brien, director of the bureau of child guidance of the New York City board of education, has been unanimously elected to the scientific administration committee of the National Committee for Mental Hygiene. . . . The new president of the American Arbitration Association is Franklin E. Parker, Jr., the first practicing lawyer ever to fill that post. He succeeds Lucius R. Eastman who became chairman of the board after the death of Felix M. Warburg.

Boston Business—After careful study by accountants and others, a special committee of the Community Federation of Boston, Arthur G. Rotch, chairman, recommended a plan for retirement allowances for employes of the hospital and social agency members of the federation, based on contributions by employers and employes. The federation has decided however that this is not a propitious year to add to the community fund campaign the $130,000 necessary to cover the agency contribution, and has postponed action. The special committee urges that the inauguration of the plan should not be delayed unduly and reminds that "the employes of charitable corporations should not be the last to be protected through a system of retirement allowance." Copies of the plan as recommended by Mr. Rotch and his associates may be secured from the Boston Council of Social Agencies, 80 Federal Street.

The North End Union has been reopened after extensive remodeling of its building following a fire more than a year ago. Harry R. Clark is the new headworker. . . . Marian Blackwell is the new head of the International Institute. She comes from the Buffalo Institute where a few years ago her services to the Polish people of the city were recognized by a decoration from the Polish government. . . . A recent fire in the building of the Young Men's Christian Union is counted not an unmixed evil since the extensive repairs necessitated will provide an enlarged and remodeled auditorium and other improved facilities. Gertrude Sharman is the newly appointed headworker of the social service department. . . . Major Chester Brown, with a long experience in the social work of the Salvation Army, recently in New York, is now welfare secretary in the Boston area. . . . The Boston chapter of the American Red Cross has been given a handsome new home at 17 Gloucester Street. The building, a spacious former residence, is the gift of the Honorable A. C. Ratshesky, one-time U.S. Minister to Czechoslovakia, and his wife.

Death

HARRY L. GLUCKSMAN, of New York, for nineteen years executive director of the Jewish Welfare Board, from 1935-1937 president of the National Conference of Jewish Social Welfare.

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Book Reviews

Answers From Life

AN INTRODUCTION TO THE SOCIAL STUDIES. by Joseph K. Hart. Macmillan. 203 pp. Price $2 postpaid of *Survey Midmonthly*.

THE troubled times of depression and world war that face us cry out for more popular education in the social sciences. The average highschool student gets only a half year or so of economics or sociology in his senior year, none too well taught at that. If the schools paid half as much attention to the social sciences as they do to "vocational training," our democracy would be much more effective than it is now.

Joseph K. Hart of Teachers College, Columbia University, is one of the growing school of educators who realize the need for more attention to the social studies and are doing something about it. In his latest book he has given to the preparatory schools a forward-looking little text that introduces the various social sciences.

The author keeps purely factual information at a minimum. His book is a skeleton presentation of simple concepts, including the community, the city, the family, social institutions, social lag and various social problems. His theory is that the student can best supply his own facts from the newspapers, radio, magazines, books, and from the community about him. Mr. Hart asks provocative questions at the ends of the chapters without giving the answers. The answers that the student supplies, he says, "will prove to be worth far more to him than anything he can idly read in a book of information."

If the teacher who uses this book is alert and well-informed, so that he can lead class discussion rather than merely listen to recitations, the author's hopes may be fulfilled. Probably, however, few teachers will be able to cope well with this task; and Mr. Hart's language is so general and abstract that without adequate discussion the student will get nothing very definite from the book. The effect would have been better if many examples and anecdotes had been scattered through it.

Mr. Hart's book is intended mainly for students expecting to enter the professions. This is a serious shortcoming. The chapter on the social professions and their obligations is excellent; but what about the majority of students who leave highschool to work in shops and factories? Surely it is of paramount importance that they learn a little about the labor movement.

A few of the statements are rather incomprehensible, coming from an educational sociologist. For instance, Mr. Hart says that the modern city has simply "piled up," without order or plan. The well-known urban pattern, vicious as it may be in its social consequences, belies this. The statement that monogamy was considered queer or definitely immoral until a thousand years or so ago is hardly true. Even now, among such polygamous people as the Eskimo, monogamy prevails in 95 percent of cases. Obviously, because of the balance of the sexes, most men must be monogamous. Only a few chiefs and rich men acquire more than one wife. Again, the author tends to blame such problems as corruption in city government upon the carry-over of village attitudes. A few quotations from Lincoln Steffens would be more to the point; political graft is certainly a part of our whole economic system.

But these criticisms are more than compensated by the splendid sections on the fallacies of individualism, the lag of social institutions, and the incompleteness of our democracy. Other books in this field should be written with more factual content—material that will shock the student and stimulate him to thought. But the field is big enough for many types of books, and some of the best teachers of social science will find that this one suits their needs quite well well.

SELDEN C. MENEFEE
University of Washington

For Psychologists

PERSONALITY, A PSYCHOLOGICAL INTERPRETATION, by Gordon W. Allport. Holt. 566 pp. Price $3.50 postpaid of *Survey Midmonthly*.

IN writing this book the author's purpose is to define the new movement in psychology—the psychology of personality. His main emphasis is to reinstate the human person who had become practically excluded from legitimate psychological investigation, and to search for the units of personality and for the dynamic principles which direct the behavior of the individual. Personality is defined as "the dynamic organization within the individual of those psychophysical systems that determine his unique adjustments to his environment."

The first half of the volume consists of a review and re-formulation of traditional psychological contributions, with the aim of expanding rather than destroying these concepts, so that they will include the direct study of individuality. By this method the author clears the way for a constructive theory of the structure of personality. Among his chief points of re-emphasis are the law of functional autonomy of motives by which instincts are supplanted by other motives which act as drives changing with growth and development; the theory of traits as the fundamental psychophysical units of personality.

The last part of the book is concerned with a discussion of the panorama of modern methods of analysis of personality. The author suggests a pluralistic approach rather than allegiance to any one method and outlines fifty-two subheadings by which personality may be analyzed.

It is interesting to find a psychologist who accepts common sense as an ally and who is not daunted by the complications that arise in the psychological study of an individual. The book is written primarily for psychologists and is distinctly not an oversimplified approach to the understanding of personality for the lay reader.

RUTH E. FAIRBANK
Johns Hopkins University

Facts, Row on Row

DEPRESSION, RECOVERY, AND HIGHER EDUCATION, a report by Committee Y of the American Association of University Professors. McGraw-Hill. 543 pp. Price $4.50 postpaid of *Survey Midmonthly*.

WORKING with patient energy, members of Committee Y have gathered great masses of fact about depression, recovery, and higher education, all of which are here carefully sorted into well-ordered rooms for us to walk among and think about.

According to the fashion of modern scholars, the committee, for every conclusion cautiously put forth, thrusts a dozen questions at us: Is it wise for universities to give the national government their most outstanding staff members in time of crisis? Should great state universities expand during prosperity only to be embarrassed when depression strikes? Should the federal government continue indefinitely to subsidize college students (NYA)? If so, are students of inadequate colleges to be helped as generously as are those of superior institutions? And which are the superior institutions?

The committee investigated depression changes in faculty size, salaries, promotion, tenure; income and expenditures of colleges and universities; student financial problems; trends in enrollments; the increasing role of the federal government in higher education. It solicited frank, personal reports from students and instructors in order to discover psychological disturbances which might be attributed to the depression.

There is nothing particularly exciting in these 543 pages. Indeed the general impressions of college teachers might not be far from what Committee Y discovered through its laborious compilation: that the median salary reduction was approximately 15 percent; that increases in rank were frequently substituted for increases in salary; that prac-

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tically no buildings were erected, save with federal money.

Occasionally throughout the volume the scholarly automatons of Committee Y take on the emotions of humanity. For, like all occupational groups from bricklayers to the United States Chamber of Commerce, they see grave dangers ahead unless they band themselves together to study their problems and safeguard their rights. He who would refute them should first take time to read Depression, Recovery, and Higher Education. DONALD HAYWORTH

Michigan State College

New Yearbooks

AMERICAN PLANNING AND CIVIC ANNUAL, edited by Harlean James. American Planning and Civic Association. 404 pp. Price $3 postpaid of *Survey Midmonthly*.

THIS single volume collects some of the best thought of specialists in the field of planning, as expressed at conferences and in special papers. Included are accounts of recent events, up-to-date facts and attempts to define current trends and new objectives. The subject matter is treated according to five types of physical planning—national, regional, state, metropolitan and county and city. Material was drawn from the joint planning conferences of the American Planning Institute, the American Planning and Civic Association, the American Society of Planning Officials, and the National Economic and Social Planning Association, and from two regional and one national conference on state parks.

MUNICIPAL YEAR BOOK, 1937, edited by Clarence E. Ridley and Orin F. Nolting. International City Manager's Association. 599 pp. Price $5 postpaid of *Survey Midmonthly*.

THE coming of age of American cities and the emergence of their new public relationship with state and national governments is the theme of the Municipal Year Book, 1937. Twice as large as the first issue two years ago, this volume constitutes a vast storehouse of data about all cities in the United States of over ten thousand population. With a thousand officials and a hundred or so other authorities aiding in its preparation, it offers an up-to-date authoritative summary of events and trends in municipal government in the United States. Indispensable to anyone dealing with municipal affairs.—L. D. L.

HOUSING OFFICIALS' YEARBOOK, 1937, edited by Coleman Woodbury. National Association of Housing Officials, Chicago, Ill. 213 pp. Price $3 postpaid of *Survey Midmonthly*.

WITH the passage of the Wagner-Steagall act at the last session of Congress, the United States jumped overnight from being one of the most backward countries, in low rent housing, to one of the most progressive. The history of the months preceding this momentous shift is of great interest and significance to students of housing. The National Association of Housing Officials in its annual publication ably provides a background of information.

Articles by seventeen experts range from a description of the work done by the housing division of the Public Works Administration, the Federal Housing Administration, the Resettlement Administration, and the Federal Home Loan Bank Board, to such detailed and specialized discourses as The Function of Accounting in a Housing Program and Toward More Effective Housing Inspection.

The seriousness of the housing situation is made evident by Catherine Bauer in We Face a Housing Shortage. Even with the housing accommodations to be provided under the Wagner-Steagall act, only a small proportion of wage earners will be taken care of. Relatively soon there will be a demand for much larger funds than are thus far provided by the government. Recognition of the impending shortage is responsible for the appearance of various tenants' groups which are entering the fight for better housing. The Consolidated Tenants' League, the City-Wide Tenants' Council and the East Side Tenants' Union, all of New York City, are typical. The emergence of these groups, unfortunately not mentioned in the yearbook, is perhaps the most outstanding development of 1937.

The book is supplied with an excellent bibliography and glossary of housing terms. ABRAHAM GOLDFELD

Lavanburg Foundation, New York

World-wide Plight

UNEMPLOYMENT IN THE LEARNED PROFESSIONS, by Walter M. Kotschnig. Oxford. 347 pp. Price $3.50 postpaid of *Survey Midmonthly*.

A GREAT deal has been said and written about overcrowding in the professions and in institutions of higher learning. Professor Kotschnig has rendered a real service in bringing together an unusual array of facts bearing on these problems. His study, which has covered practically every civilized nation in the world, shows that undoubtedly there is a great amount of unemployment of persons trained for the learned professions. The analysis of his data reveals a situation differing greatly between countries. What may seem chiefly an educational problem is affected by differing political, social and economic factors: in some instances an oversupply of graduates of professional schools, in others by a maldistribution of such graduates as between city and country, between home countries and colonies, and by a decided underconsumption of the services of professional practitioners as a result of depression conditions.

With his world-wide study of the problems involved, the author makes out an impressive case for the importance of this situation, not only to the individuals whose interests are at stake but to the continuance of the very society in which they live. His analysis of the methods employed in various countries to control student enrollment, particularly his report of the methods Germany has adopted, gives convincing evidence of how not to solve the problem of unemployment of professional workers.

He is not so clear in his suggestions of positive treatment of the situation. Certainly a guidance program that can help young people make occupational choices, with due regard to their own abilities and the opportunities open to them, will result in a better distribution of youth as between the learned professions and other occupations. His proposal to treat the problem by more rather than less education is idealistic and attractive, quite probably the real solution. Parts of his plan are as yet in the realm of faith and involve a number of important assumptions—not yet fully established—of changed social attitudes toward the relative values of different vocations and of improvements in secondary education in particular.

The book is significant because it deals comprehensively with the world-wide unemployment which exists among workers of higher professional levels. It shows

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the relation of this problem to other social, political and economic problems that affect our day; it points out the inadequacy of many attempts to deal with it; and presents a sane, constructive and hopeful basis for solution.

Executive Secretary J. H. BENTLEY
YMCA, New York

One Out of Five

THE ROLE OF THE LIBRARY IN ADULT EDUCATION, by Louis R. Wilson. University of Chicago Press. 321 pp. Price $2 postpaid of *Survey Midmonthly*.

ONE out of every five adults in the United States, it is estimated, today engages in some form of voluntary self-education. The public library's responsibility to this group of 22 million people and to the adult education movement as a whole was discussed a few months ago at an institute held at the University of Chicago, made possible by a grant from the Carnegie Corporation of New York. Louis Round Wilson, dean of the Graduate Library School of the university, headed the institute and now makes available the papers presented. These deal not only with the philosophy and objectives of adult education as they relate to libraries but also with adult education programs of such institutions as the public school, Works Progress Administration, the American college, the National Congress of Parents and Teachers, the agricultural extension service, the youth movement and city councils of adult education. Radio in education and educational films also are considered. A reading list on the subjects covered will be useful for those wanting further information. BEATRICE SAWYER ROSSELL

American Library Association, Chicago

It Might Be Worse

RURAL TRENDS IN DEPRESSION YEARS: A SURVEY OF VILLAGE-CENTERED AGRICULTURAL COMMUNITIES, 1930-36, by Edmund deS. Brunner and Irving Lorge. Columbia University Press. 387 pp. Price $3.25 postpaid of *Survey Midmonthly*.

THIS is a continuation of studies, begun in 1924 and resumed in 1930, in 140 village-centered communities in four regions of the United States. The authors, aiming to discover what depression has done to the villages examined earlier, have turned up a great deal of information that clashes with most preconceived opinion. For one thing, they found that in about 10 percent of the 140 communities nothing has happened, for the simple reason that there has been no depression—that is to say, these communities were not affected by it to any important extent. Even in those which were pinched, the effects are not always what uninformed persons would suppose. For one thing, the rural regions have been gaining in population. For another, despite drastic reductions in school budgets, "never before, in the twelve-year study of these communities have children and taxpayers been getting more and better education at less cost." For a third, the depression and its attendant discussion of national economic problems have broadened the intellectual horizons of rural dwellers, sharpening interest in national and world affairs. The whole picture presented is a somber one, but far indeed from being as hopeless as many city dwellers have imagined. It is a picture of people under economic stress, but with a new alertness and awareness that, under favorable conditions, may be productive of values greater than all that has been lost.

Baltimore, Md. GERALD W. JOHNSON

Social Security Work-book

THE SOCIAL SECURITY ACT IN OPERATION, by Birchard E. Wyatt, and William H. Wandel, with the collaboration of William L. Schurz, Graphic Arts Press. 382 pp. Price $3.50 postpaid of *Survey Midmonthly*.

THIS book well justifies the claim of its subtitle—"A practical guide to the federal and federal-state social security programs." A factual account of the terms of the security act and of the processes involved in administering it, it was written by two of the chief technicians associated with day-to-day operations. Partly for this reason, the analyses are at critical points diplomatic if not "official," but the handbook is most timely and particularly welcome in presenting briefly and concretely what the student and the interested citizen need for further investigation or reference.

For this purpose a great many more titles and subtitles would have made the volume even more readily informative. Likewise the index should have been more detailed as, for example, by the inclusion of names of states with page numbers for points mentioned concerning them. But the book will be of service as it is, and the need for reprinting it will permit changes and the addition of more appendices dealing with source material.

HERMAN FELDMAN

Dartmouth College

Dictionary of Today

FUNK AND WAGNALLS NEW COMPREHENSIVE STANDARD DICTIONARY FOR AMERICAN YOUTH, edited by Frank H. Vizetelly and Charles Earle Funk. Funk and Wagnalls. 1008 pp. Price, plain, $1.75; indexed $2.25, postpaid of *Survey Midmonthly*.

PLANNED for the school and home use of young people, this new dictionary defines more than 50,000 words. Inevitably it will be compared with the Thorndike Dictionary, which for the past two years has proved the usefulness, for elementary and junior highschool pupils, of dictionary definitions written in clear and simple language. The new dictionary has similarly held its definitions within a non-technical vocabulary though it has not wholly broken with the usual rather ponderous "dictionary style." It has gone beyond the Thorndike experiment in giving the etymology of words, and in offering some 5000 synonyms. It is an admirable example of modern bookmaking, with clear type, pleasant paper and binding, and numerous illustrations, many of them reproduced in halftone. In definitions and in the range of proper names, and of mechanical and scientific terms included, the new dictionary is unmistakably a 1937 publication. BEULAH AMIDON

Scoop for History

FIRST ACT IN CHINA: THE STORY OF THE SIAN MUTINY, by James M. Bertram. Viking Press. 284 pp. Price $3 postpaid of *Survey Midmonthly*.

HERE is an illustration of journalism at its best. Not only does the author record a "scoop," having been the first to reach the ancient capital where the head of China's government had just been held prisoner, but he adds to the known facts new information needed to make the events understandable. He corrects false impresssions about movements and personalities, gives a sense of the milieu by recording his own experiences, and transmits the whole in a narrative of literary merit. Here is drama to enrich the repertory of the professional Chinese story teller; but here also is shrewd observation and discriminating comment for the student of current history.

BRUNO LASKER

Grim Indictment

HOW FARE AMERICAN YOUTH? by Homer P. Rainey and others. Appleton-Century. 186 pp. Price $1.50 postpaid of *Survey Midmonthly*.

THE richest country in the world fails to provide the minimum essentials of self-respecting existence for the majority of its youth. That, in essence, is the grim indictment which this pleasantly written report to the American Youth Commission succeeds in drawing. The country over, neither jobs nor education nor health service nor wholesome recreation nor secure home life are available in satisfying measure for the bulk of our sixteen to twenty-four-year-olds, of whom our population includes upwards of twenty millions.

It is in rural areas that conditions are worst and favorable outcomes hardest to envisage. The depression years have left some two million more youth on the farms and in rural non-farm homes, than would have remained there if the previously normal tide of cityward migration had continued. There is nothing for these millions to do. "An acre of wheat can be grown now with about 25 percent as much labor as in 1919." Only the few in the higher economic brackets can continue in education. "One of two alternatives seem to face youth—remaining in poverty or wholesale migration. . . ." And where, one asks, are they to go?

Here are problems enough for statesmanship. The several authors of the re-

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port do their best to give credit where it is due—to CCC and WPA, to Hi-Y and 4-H; but in the concluding chapter on Truth and the Larger Citizenship, one senses the exasperation of soul of the man who, with firm faith in the capacity of youth for loyalty to worthy ideals, sees it confused, betrayed, and finally embittered by the contrast between preachment and practice, between what its elders and betters pretend to be and what they really are. It would appear that the moral rehabilitation of youth must begin with a purging of the Temple. JOHN R. P. FRENCH
Cambridge School, Kendal Green, Mass.

It All Happened to Bertha

SISTER OF THE ROAD. The autobiography of Box Car Bertha as told to Dr. Ben L. Reitman. Macaulay. 314 pp. Price $2.50 postpaid of *Survey Midmonthly*.

THIS is the story of a girl who was "born in the shadows of a railroad yard, of a wandering mother who took her lovers where she found them, and a father who was unconscious of her arrival in the world. . . ." In fifteen years of wandering she became, according to the book jacket, "a hobo, member of a gang of shoplifters, a prostitute working in a Chicago brothel, mother of a child of an unknown father, and a research worker of a New York social service bureau."

We do not know who Bertha was or how much she is contributing to the New York social service bureau, for which she is supposedly working at the present time, but assuming that even half of the incidents told in the book are true, she certainly has "seen life."

The book has so much in it regarding the seamy side of life, that after a few pages one becomes tired and disbelieving—not so much shocked as wearied. Eventually one gets to doubt the whole thing in spite of the appendix which contains an unorganized series of adjectives describing various conditions among women of the underworld. The redeeming feature of Box Car Bertha's story is that she never pretends she was the victim of too many circumstances. Her service to the Chicago brothel while brief was caused not by any economic pressure, but by the mere fact that a man who had other women working for him exercised a strange power over her.

During her first day's work, incidentally, she earned a total of $133 and even after paying protection and several other things, including 50 percent to the house, had a net of about $40 or $50—considerably above standard social work scale.

For those who yearn for life in the raw, this book may be interesting. It would have more force if less happened to Bertha; in fact she seems to be the life prototype of the Hollywood star—"everything happens to me."
St. Paul, Minn. THOMAS MINEHAN

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, General Director; 130 E. 22nd St., New York. Departments: Charity Organization, Consumer Credit Studies, Delinquency and Penology, Industrial Studies, Library, Recreation, Social Work Interpretation, Social Work Year Book, Statistics, Surveys. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

THE PAMPHLET SHELF

Health

MILK CONTROL, prepared by the American Municipal Association. Public Administration Service series, No. 57. Price 75 cents from the service, 850 East 58 Street, Chicago.

Discusses municipal milk ordinances, their administration and financing, appending the text of the U.S. Public Health Service model milk control ordinance, now adopted by about 700 communities.

A DISCUSSION PROGRAM ON DOCTORS, DOLLARS AND DISEASE, prepared by Maxwell S. Stewart for the Public Affairs Committee, Inc. Price 25 cents from the committee, 8 West 40 Street, New York.

A full packet of information sources on this lively subject together with a plan worked out for club programs and similar uses.

PNEUMONIA, ITS CARE AND PREVENTION, by Dr. Frederick T. Lord, Life Conservation Service of the John Hancock Life Insurance Company, Boston, Mass.

A simple informative pamphlet of basic information for the layman.

THE ROLE OF THE PUBLIC HEALTH NURSE IN SERVICES FOR CRIPPLED CHILDREN, by Naomi Deutsch, R.N. Reprint from Public Health Nursing, 50 West 50 Street, New York, 8 pp.

Professional

PUBLIC SOCIAL SERVICES, (Total expenditure under certain Acts of Parliament, presented by the Financial Secretary to the Treasury, by Command of His Majesty, November 1937.) His Majesty's Stationery Office. Price 15 cents from the British Library of Information, 270 Madison Avenue, New York.

Tabulation of expenditures for "some of the principal forms of public social service to the community," in England, Wales and Scotland for selected years, 1900-1935, with some estimates for 1936.

STATE ENABLING LEGISLATION FOR LOCAL RECREATION. WPA Technical Series, No. 3, division of recreation projects. From the division, 1734 New York Avenue, NW, Washington, D.C.

Detailed information and discussion of enabling grants to local governments for recreational purposes.

ADULT EDUCATIONAL AND RECREATIONAL OPPORTUNITIES IN GREATER BUFFALO, compiled by Herman J. P. Schubert. Buffalo Council of Social Agencies. 74 pp. From the council, 70 West Chippewa Street, Buffalo, N. Y.

Compiled with NYA assistance this directory is designed to make easily accessible all sources of aids for adult education. Its range is wide—from picnic grounds, to solaria, to workers education.

CHAPLAIN SERVICE IN A MENTAL HOSPITAL, by John J. Humensky. Catholic University of America, School of Social Work. 178 pp. Monograph No. 3 from the University, Washington, D.C.

Findings of a study of "pastoral service and catechetical instructions," their therapeutic value for mental patients.

RESEARCH STUDIES IN CONTEMPORARY SOCIETY, by T. Earl Sullenger. Municipal University of Omaha, Nebr. 48 pp. Price $1 postpaid of the university.

Summaries of selected research projects carried out in Omaha; intended especially for students of research method.

PRINCIPLES APPLICABLE TO THE FUNCTIONING OF JUVENILE COURTS AND SIMILAR BODIES, AUXILIARY SERVICES AND INSTITUTIONS. League of Nations Advisory Committee on Social Questions. 50 pp. Price 40 cents from the Columbia University Press, New York.

Fruit of more than ten years of investigation of special aspects of problems of neglected and delinquent minors, the league committee's study report is important for its bearing on juvenile courts and its significance to wider problems of education.

Social Action

HOW TO HANDLE GRIEVANCES, by Glenn Gardiner. Elliott Service Company. 52 pp. Price 45 cents each, less in quantity; from the company, 219 East 44 Street, New York.

By a man who began as a laborer, rose to leadership in industrial management and personnel relations, this practical booklet is presented as a working manual for persons in supervisory positions in business or industry.

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AN ENCYCLOPAEDIA OF PACIFISM, edited by Aldous Huxley. Harper. 104 pp. Price 50 cents direct from publisher, New York.

Consideration, one by one, of virtually every argument which can be advanced in justification of wars.

CHANGING GOVERNMENTS, edited by Ryllis Alexander Goslin. Foreign Policy Association, Headline Books, No. 11. Price 35 cents from the association, 8 West 40 Street, New York.

A brief survey and "impartial appraisal" of the present governments of France, Italy, Germany, Russia and Denmark, all in transition.

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